

August, 1953

# The American School Board Journal



A PERIODICAL OF  
SCHOOL ADMINISTRATION

## **In This Issue:**

★ Evaluating Educational Leadership—*Mulford*

★ Cabell County Improves All Its Schools—*Martin*

★ Educating to Maximum Capacity—*Punke*

★ "Carry-Over" Contracts With Superintendents—*Roach*

# New!

## Look what Powers has done to **Modernize** Control Valves

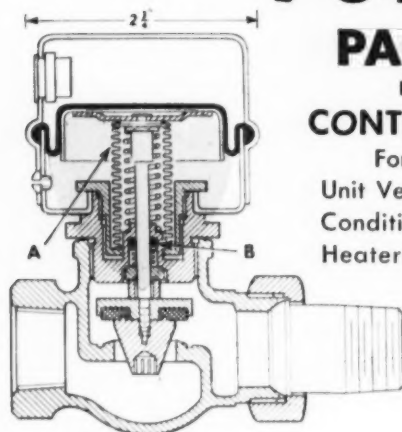
Powers **PACKLESS** Valves Banish Packing Maintenance  
Prevent leakage of water or steam or loss of vacuum

# POWERS

## **PACKLESS** Pneumatic CONTROL VALVES

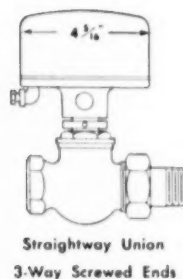
For Convectors,  
Unit Ventilators, Unit Air  
Conditioners, Baseboard  
Heaters, Radiators, etc.

Various Types  
and Sizes for  
all requirements

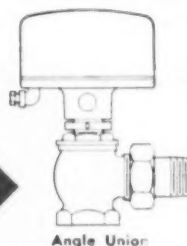
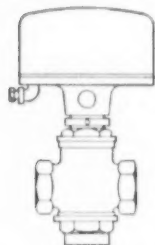


Real **ECONOMY**

— year after year!



Straightway Union  
3-Way Screwed Ends



Angle Union

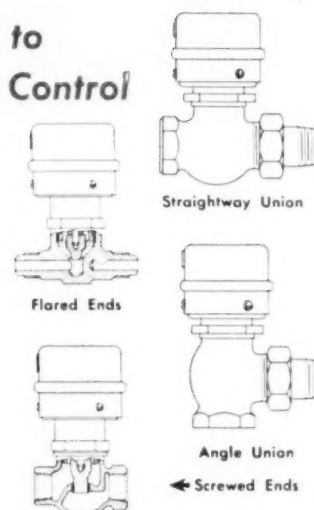
## Another **POWERS** Contribution to Better Heating and Air Conditioning Control

**PACKLESS** Valves with their many advantages are now standard with Powers temperature control systems. Their superior performance is due to duo-seal construction.

**Bronze Packless Bellows (A)** in sectional view above, is the primary seal which eliminates packing maintenance — packing friction — steam and water leakage or loss of vacuum. It is designed to withstand pressure up to 150 psi. Maximum valve stroke is only two-thirds of the normal bellows stroke.

A spring loaded secondary seal (B) permits servicing of valve top without draining the water system or shutting down the steam heating system. Seal is made of highly elastic neoprene and is ready to act at any time. Small contact between seal and the highly polished stainless steel stem makes friction a negligible factor.

For utmost dependability and lowest cost maintenance specify control by Powers **PACKLESS** Valves.

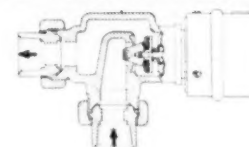


Straightway Union

Flared Ends

Angle Union  
← Screwed Ends

Below: Reverse Flow Double Union



(b2)

# THE **AUTOMATIC** ECONOMY ANSWER...

## **JOHNSON** **DUAL Temperature** **CONTROL**



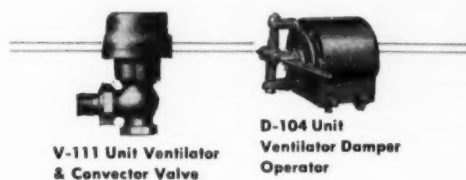
Yes! A Johnson *Dual* System of automatic temperature control, for each individual room, is the economy answer for school heating. Heating the entire building when it is occupied only partly is an obvious waste of fuel.

Johnson *Dual* Control automatically eliminates such waste by maintaining normal, occupancy temperature only in those rooms which are in use at odd hours of the day and evening.

With a Johnson *Dual* Thermostat in each room, any room or group of rooms may be heated, when in use, without the expense of installing a whole network of costly heating mains. The switching of groups of *Dual* Thermostats, in rooms which usually are occupied at the same hours, is accomplished from a central panel. If individual rooms are to be occupied, within a group or groups which have been switched to "non-occupancy" temperature, merely pushing a button on the *Dual* Thermostat in each room involved provides normal occupancy temperature, independently from the rest of the group.

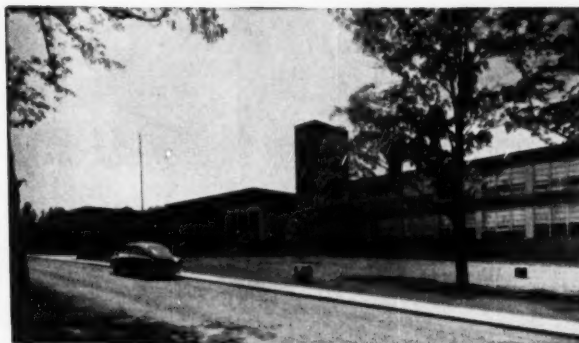
Wise and thrifty planners arranged to equip the Junior-Senior High School at Orchard Park, N.Y., with 57 Johnson *Dual* Thermostats to control 166 Johnson Valves on convectors and to provide "Proper Sequence" Control of Johnson Valves and Damper Operators in 41 unit ventilators. However, Johnson *Dual* Control installations are not limited to new construction. They may be applied to existing buildings, regardless of whether or not an ordinary temperature control system already is in use. Conversion from single-temperature systems to Johnson *Dual* is easy.

Call a Johnson engineer from a nearby Branch Office. Ask him to explain how Johnson *Dual* Control will save money in your school. His advice is yours for the asking. **JOHNSON SERVICE COMPANY**, Milwaukee 2, Wisconsin. Direct Branch Offices in Principal Cities.

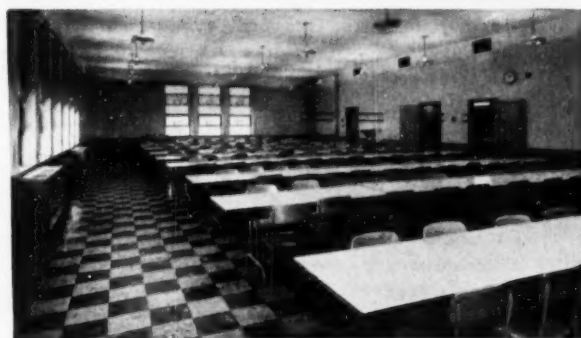


V-111 Unit Ventilator  
& Convector Valve

D-104 Unit  
Ventilator Damper  
Operator



Junior-Senior High School, Orchard Park, N. Y. Paul Hyde Harbach, architect; Beman and Candee, mechanical engineers; Quackenbush Company, heating and ventilating contractors, all of Buffalo, N. Y.



**JOHNSON** *Automatic Temperature and*  
*Air Conditioning* **CONTROL**

MANUFACTURE • APPLICATION • INSTALLATION • SINCE 1885





## HE'S ONE IN A MILLION ...year after year after year

For this youngster and a million other boys and girls, school age has come around fast. A bit too fast for his school officials, too. They aren't quite ready with classroom space.

And that goes for schools all over the country... for a million more children are reaching school age every year!

Right now, you're probably working to catch up on classrooms in *your* school. And if you are, Crane has a thought for you. As you add classrooms, give some special thought to the washrooms that go with them.

Crane plumbing fixtures can save you money in all these ways: *Lower water bills* because Crane faucets close *with* the water pressure instead of *against it*—less dripping. *Lower maintenance cost* because parts subject to wear are included in single easily-replaceable cartridge. *Longer life* because Crane fixtures are built to take punishment.

Talk it over with your Architect and Plumbing Contractor, and let them know your preference for Crane.



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VALVES • FITTINGS • PIPE  
PLUMBING AND HEATING



VOL. 127

NO. 2

*August*  
*1953*

Published on the 25th of the month preceding the date of issue by **THE BRUCE PUBLISHING COMPANY**, 400 North Broadway, Milwaukee 1, Wisconsin • **CENTRAL OFFICE**: 20 North Wacker Drive, Chicago 6, Illinois • **EASTERN OFFICE**: 225 Broadway, New York 7, New York.

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# THE AMERICAN School Board Journal

*A Periodical of School Administration*

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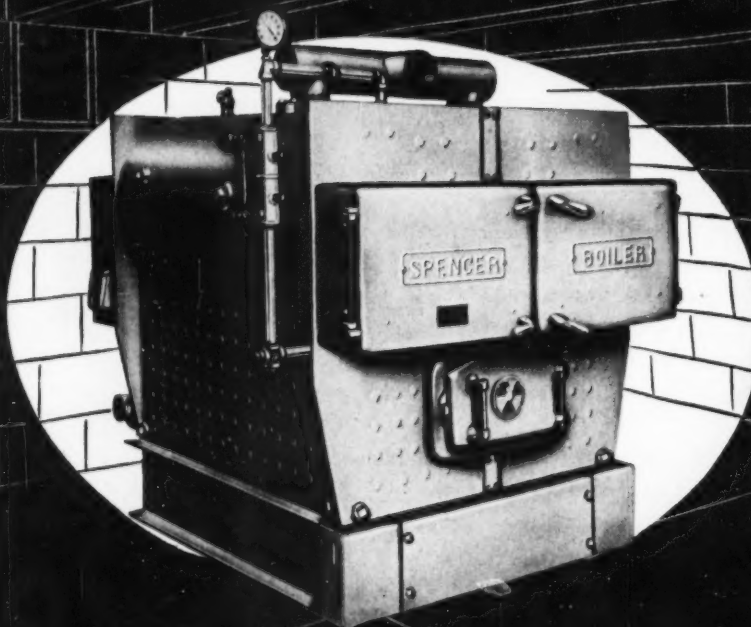
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IT'S DIVIDED  
IN HALF**



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SCHOOL BOARD JOURNAL for AUGUST, 1953

# Evidences of the Expanding Role of School Board Leadership

Edward M. Tuttle

Local boards of education busy with the difficult problems of providing adequate school facilities — teachers, buildings, equipment, curriculum offerings — for their own communities, may not be fully aware of the rapidly expanding role of school boards and associations of school boards in the support and defense of American public education.

Because, as we have said so often, school boards are legally charged with providing the best possible education for the future citizens of our democratic republic, they occupy a key position. Both the public and the teaching profession are beginning to look to them for leadership more definitely and more extensively than at any time in the recent past. And this tendency, with its attendant opportunities for greater service, will increase in proportion as school boards rise to meet it.

In the space of one article it is impossible to tell the full story, but only to give some bits of new evidence which, added to others revealed in these columns during recent months, should serve to help board members everywhere to realize that the success or failure of their efforts locally has a cumulative influence far beyond the limits of their respective communities.

## The N.S.B.A. Closes One Year and Begins Another

July 1 marked the beginning of the fourth full year of activity and support under the plans adopted by the National School Boards Association at its 1950 Convention, which became effective on July 1 of that year. A brief summary of memberships and finance for the past three years will indicate the steady growth of the Association toward full-scale effectiveness.

For the year July 1, 1950 to June 30, 1951, 32 state associations affiliated with the N.S.B.A. and contributed a total of just over \$8,000. For 1951-52, there were 33 states affiliated and \$10,330 contributed. During the past year, 1952-53, the number of affiliated states rose to 37, and the funds contributed totaled approximately \$12,700. A notable circumstance was that two states, *Arizona* and *Idaho*, were so concerned over the needs of the N.S.B.A. that they contributed gifts above and beyond their full pro rata quotas. Gifts came also from the four regional associations in *Ohio*.

There is every indication that the year 1953-54 will bring in several additional states and a substantial increase in support as more and more state associations are able to reach their full-goal memberships. A few examples

of significant advances are the following: *Alabama* secured legal sanction for the use of public money for the dues of its Association. *Florida* sent its payment for this year in advance, becoming the first state affiliate for 1953-54, as well as reaching full-goal listing for the first time. *Massachusetts* substantially increased its schedule of dues and appointed a full-time executive secretary. *Minnesota* increased its secretary's status from part-time to full-time. (This brings the number of State Associations with one or more full-time paid executives to 15.) *New Jersey*, which just a year ago organized on a full-time basis, added an assistant secretary in charge of research and statistics during the year. The four strong regional associations in *Ohio* were working together at this writing in a concerted effort to secure passage of a law legalizing a state association. After years of struggle the *Oregon* School Boards Association secured its enabling law in April and announced that one of its first acts as an independent organization with status would be to affiliate with the N.S.B.A. The *Tennessee* Association was also successful in securing the enactment this spring of a very good general enabling law. *Washington* State, where membership of all local boards in the

State School Director's Association is compulsory, secured an amendment to its law authorizing a 100% increase in maximum annual dues.

The executive committee of the N.S.B.A. has approved a minimum budget for 1953-54 of \$14,900 and confidently anticipates that the rapidly growing strength of many state associations will enable more of them to contribute their full quotas and to provide the needed income for the National Association. Thus the current fiscal year may mark the end of uncertainty and probation for the N.S.B.A., and witness its attainment of that strength and independence of action which will enable it and its affiliated state associations to play an increasingly important role in the advancement of public education in America.

## National Council for Accreditation Reports Steady Progress

Many believe that our No. 1 problem in education is to discover ways of insuring an adequate supply of qualified teachers for our children and youth. There are many and difficult aspects to this problem. With some of them, school boards and the public can help; with others, the teaching profession itself can help; with still others, the legal certification agencies can help. Basically, the supply must come from those institutions of higher learning which prepare young men and women to enter the teaching profession. The quality of the institutions' offerings and facilities will determine to a high degree the competency of their graduates. For this reason the maintenance of high standards among these institutions is most essential. With the date when it will actively assume responsibility for the accreditation of teacher education institutions (July 1, 1954) now less than a year away, the National Council for Accreditation of Teacher Education (NCATE) is rapidly welding itself into a cohesive working agency.

A two-day meeting was held in Chicago in April with all but three of the 21 council members present. In mid-May the Executive Committee of the NCATE met in Oneonta, N. Y., with the Executive Committee of the American Association of Colleges for Teacher Education (AACTE) which is the present accrediting body. Many problems incident to the transfer of the accrediting function next July 1 were ironed out at that time. On June 23, seventeen Council members met in Miami Beach, Fla., for one day just prior to the annual four-day conference of the National

(Continued on page 8)

## APATHY

*All that is necessary for the triumph of evil is that good men do nothing.*

— EDMUND BURKE, British Statesman (1729-1797)

Damned with faint praise is he of whom it must be said, "There is a good man, but he will never take a stand in public for or against anything." Good people are always in the majority in a community or in a state. Yet too often small but untiring forces of evil exploit and corrupt a majority which will not raise itself in opposition. Apathy and indifference are the greatest enemies of human progress and well-being. In a government like our own, where the people rule, it is far easier to rally against some threat to our liberties from without, than it is to be at all times alert and active against the evils that strive increasingly to undermine us from within. Worthy citizens, however, do not sit idly by and watch the triumph of wrongdoing. Individually and collectively they exercise eternal vigilance in behalf of freedom and justice for all. — E. M. T.



Craig School  
 Turnpike School  
 Bothel High  
 St. Dominic  
 St. Jude Ch  
 Lisbon Falls  
 De Cou Sch  
 St. Mary's S  
 ■ ■ ■  
 Wells Grade  
 Lockport  
 Decatur Ele  
 St. Killian's  
 Site No. 1 E  
 Loma Vista  
 Elementary  
 North Junio  
 New Prides  
 St. John's R  
 Washington  
 Ludwig Sch  
 Ridgeville S  
 Forest Junio  
 Paramount  
 Hoffman Sch  
 Elementary  
 North High  
 Amos Harb  
 Shiloh Sch  
 Fourth St.  
 Jefferson Ele  
 Union Free  
 Scipio School  
 Westmore S  
 George Was  
 Elementary  
 Logan Sch  
 Immaculate  
 Standard S  
 Elmwood S  
 Junior High  
 Hillview Sch  
 Poland Sem  
 Francis De  
 Washington  
 St. Wendel  
 Pleasant Vi  
 Oak Grove  
 Congress S  
 Joint Schoo  
 Perry Elem  
 Franklin Sc  
 King City U  
 East Hills S  
 Orange Vill  
 St. Ignace  
 Hess Park  
 Herlong Sch  
 Parma High  
 Brower Sch  
 South Lyon  
 Centennial  
 Lowell Gra  
 Burnet Hill  
 Castle Sha  
 Lathrop Sch  
 Crystal La  
 Star Schoo  
 Southwest  
 St. Joseph  
 Harvey Hig  
 Crossville C  
 Ricker Sch  
 Litchfield E  
 Sherman S  
 Saint Step  
 Oak Hill Hi  
 Public Sch  
 Shorewood  
 Octavia Hig  
 Norwood V  
 Fontana Hi  
 West Side  
 Myrtle Ele  
 Blake Uppe  
 Johnsburg  
 Northridge  
 St. Paul Sch  
 Shiloh Ele  
 Briarcliff S  
 Midway Sch  
 Morley Sch  
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# ...in Experience

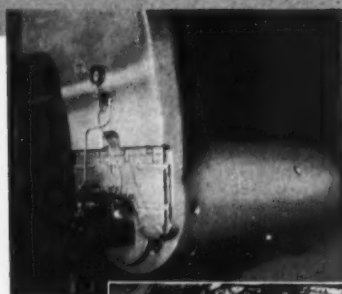
<p>Wells Grade School Lockport Township High School Decatur Elementary School St. Kilian's School Loma Vista School North Junior High School New Prides Corner School St. John's Parochial School Washington School Ludwig School Ridgely School Forest Junior High School Paramount School Site Hoffman School Elementary School Junior High School Amos Harrison School Shloh School Fourth St. School Jefferson Elementary Center Union Free High School Scipio School Addition Westmore School George Washington School Elementary School Logan School Immaculate Conception School Standard School District Elmwood School Junior High School Hillview School Poland Seminary High School Francis DeSalles School Washington Grade School St. Wendelin's School Pleasant View School Oak Grove School Congress School Joint School District I Perry Elementary School Franklin School King City Union High School East Hills School Orange Village School Pleasant School No. 1 Hess Park School Herling School Parma High School Brown School South Lyon Elementary School Centennial Junior High School Lowell Grade School Castle Hill Grade School Wiscota Shannan Grade School Lathrop School Crystal Lake High School Star School Southwest School St. Joseph School Harvey High School Crossville Grade School Ricker School Litchfield Elementary School Sherman School Saint Stephens School Oak Hill High Addition Public School District No. 4 Shorewood School Octavia High School Norwood View School Fontana High School West Side Elementary School Myrtle Avenue School Blake Upper and Lower Schools Johnsburg Central School Northridge Elementary School St. Paul School Shloh Elementary School Brarcliff School Midway School District Morley School Addition North College Hill School Burnham School Milton Grade School North Junior High School Michigan Lutheran Seminary Hemlock High School Divine Savior High School St. Wilfrid's School Grade School Building Lewis and Clark School</p>	<p>Wauwatosa, Wisconsin Midred, Pa. Bothel, Washington Shaker Heights, Ohio New York, New York Lisbon Falls, Maine Trenton, New Jersey Greenwood, Wisconsin Canton, Ohio Lockport, Illinois Decatur, Michigan Hartford, Wisconsin Sidney, Ohio Spokane, Washington Mountainside, New Jersey Elgin, Illinois Westbrook, Maine Belleville, Pa. Janesville, Wisconsin Lockport, Illinois Ridgely, Ohio Willow Run, Michigan Paramount, California East Moline, Illinois Kiel, Wisconsin South Portland, Maine Livingston, New Jersey Richland County, Ohio East Moline, Illinois Jefferson Borough, Pa. Kenosha County, Wisconsin Republic, Ohio Lombard, Illinois Morristown, New Jersey Waterville, Maine Bethel Borough, Pa. Ravenna, Ohio Oildale, California Traverse City, Michigan DeKalb, Illinois Menlo Park, California Poland, Ohio Lake Geneva, Wisconsin Lodi, New Jersey Carrick, Pa. Plain Township, Ohio Decatur, Illinois Sturgis, Michigan Laona, Wisconsin Perry, Ohio Spokane, Washington King City, California Roslyn Long Island, New York Pepper Pike, Ohio St. Ignace, Michigan Decatur, Illinois Herling, California Parma, Ohio Spokane, Washington South Lyon, Michigan Decatur, Illinois Lowell, Wisconsin Livingston, New Jersey Castle Shannon, Pa. Painesville, Ohio Crystal Lake, Illinois Saginaw City, Michigan Gilroy, California Lyons, Wisconsin Painesville, Ohio Crossville, Illinois Saginaw, Michigan Litchfield, Ohio Madison, Wisconsin Saginaw, Michigan Oak Hill, Ohio Hawley, Minnesota Seattle, Washington Cotfax, Illinois Norwood, Ohio Fontana, California Madison, Wisconsin Castle Shannon, Pa. Hopkins, Minnesota North Creek, New York Northridge, Ohio Manitowish, Wisconsin Shloh, Pa. Seattle, Washington Fellow, California Saginaw, Michigan North College Hill, Ohio Cicero, Illinois Milton, Wisconsin Downey, California Saginaw, Michigan Shepherdstown, Pa. Carlsile, Ohio Milwaukee, Wisconsin Chicago, Illinois Jackson, Minnesota Richland, Washington</p>	<p>Hagerstown High School Northwood Elementary School Washington High School St. Joseph Hill Academy School of the Assumption St. Paul Union High School Tipton School Wyoming Park High School Gettysburg High School Thomas Jefferson Elementary School St. John's Evangelical School Pittman Square School Leadem Elementary School Richardson Elementary School Waldford Grade School Oakdale Christian School Georgetown High School Grade School Lucy Duggs Slowe School Edison School Community High School Spencerport Central School I Walworth Public School Junior High School High School Addition Brandeis University Yachats Grade School Mead School Addition Central Junior High School Jeromesville School Browne Junior High School Alexander Graham Bell School Huff School Addition Leavenworth Morrison Community High School Fairview Elementary School Anna Burdick School So. Onondaga Central School Waterford Elementary School Waterford School Central Elementary School St. Mary's School Pennsylvania College for Women Boyleston Elementary School St. Joseph School Lincoln Ave. School St. Margaret Mary Little Flower School Montrose Elementary School St. Michael's School Toga School St. Patrick's School Oak Street School Oakmont Elementary School Shear Elementary School St. Sumner's Parish School Emerson School Akrion School Panama Central School Hazelwood School Woodrow Wilson School Wolf Lake High School Lynwood Elementary School Grade School Kenwood School, Clark County Wever School High School Addition Mt. Healthy High School Hingham School Addition Jordan Grade School Dalrymple Regina High School Grant N. Britten School Willis and LeBaron Schools Glenmont Elementary School St. Cecelia's School Newport Elementary School North Side Public School Waverly Community High School Edgfield Elementary School Andrews School Penfield Central School No. 1 Lebaron School Addition Plain Center School St. Michael's School Avon Community School Assumption School Mt. Carmel Elementary School Wauconda Township High School Stow High School West Aurora High School Oxford School Holmes School Addition Lincoln School</p>	<p>Rutherford County, Pa. Saginaw, Michigan Chicago, Illinois Renton, Washington Champaign, Illinois Royal Oak, Michigan Catawba, Ohio Reardon, Washington Ontario, New York Morrow, Ohio Ossineke, Michigan Port Leyden, New York Swanton, Ohio Frederick, Maryland Algonquin, Illinois Montgomery, Ohio Littleton, Massachusetts Whiteland, Indiana Onsted, Michigan Toledo, Ohio Athen, Michigan Hagerstown, Indiana Baltimore, Maryland Two Rivers, Wisconsin Staten Island, New York Washington, D. C. 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Carmel, Ohio Wauconda, Illinois Stow, Ohio Aurora, Illinois Winona, Minnesota</p>	<p>Middlesex Valley Central School Burlington High School Public School No. 56 Friends Academy Stenardson Strasberg School St. Anthony's School Home Economics Building Student Center Holy Rosary Addition Strawberry Hill School Maplewood Elementary School Scott School Camden Elementary School South School Homer Community School Brunswick Elementary School High School Lakeview Elementary School Littleton School D. C. Everest High School Dabney Hall Newton High School School and Office Building Public School No. 45 Eggenot Ave. School Columbia Township School Bladensburg High School Pathology Building Blackstone School Utley School Hillsboro Elementary School Lincoln Elementary School Grade and High School Addition Shawano High School Rye Elementary School Wyngate Elementary School Mundell School Paseo School Lexington School Elementary School Addition Chelwood 11th District School Wallaston School St. Paul's School St. Thomas More School Hayes Township School Woodmont School Addition Tacoma Grade School Siren Consolidated School Gym and Field House Shurtleff School St. Christopher's School School for Ursuline Sisters Henry Evans High School Scanlon School Monroe Township School Elementary School High School Wayland Central High School Hollywood Elementary School St. Patrick's School Sevierville High School Arlington High School Sacred Heart Addition Painesville Nursery School St. Luke Parish School St. Christopher's School Central Lutheran School Mason Grade School St. Joseph's Parochial Grace Lutheran Church School Miller Consolidated School Concord Elementary School St. Mary's School Merrill Junior High School Lincoln School Addition St. Paul's School Wheeling Union Grade School Field House Corvallis Public Schools Milledgeville High School Assumption Church School Webster School Harrison School Grandville Elementary School Queensbury High Addition Edison School Kingsville School Eliot School Stonewall Jackson High St. Francis School North School Annex Community Consolidated School Coventry High School Tennett High School Lynchout School Addition Fifth St. School Gym and Shop Building Grant Junior High School Elementary School Alexander Hamilton Grade School Johnstown School Springdale High School West Side Grade School Edward L. Brown School Purdue University Clark School Solon High School Washington Elementary School Elementary School Tess Corners, Wisconsin St. Michael's School Mazeland School Junior High School Nemista School</p>	<p>Kushville, New York Huntington Woods, Michigan Indianapolis, Indiana North Dartmouth, Massachusetts Shelby County, Illinois Lorain, Ohio Arlington, Texas Rochester, New Hampshire East Norwalk, Connecticut Cleveland, Ohio Melrose Park, Illinois Peabody, Massachusetts Homer, Michigan Brunswick, Maryland Sheffield, Illinois Lorain, Ohio Littleton, New Hampshire Schofield, Wisconsin Knoxville, Tennessee Newton, Iowa Climax, Colorado Indianapolis, Indiana Pittsfield, Massachusetts Lorain City, Ohio Bladensburg, Maryland Memphis, Tennessee Mendota, Illinois Flint, Michigan Hillsboro, New Hampshire Lisbon, Ohio Serena, Illinois Shawano, Wisconsin Rye, New York Bethesda, Maryland Hobart, Indiana Colorado Springs, Colorado Lexington, Ohio Midlothian, Illinois Nashville, Tennessee Quincy, Massachusetts Concord, New Hampshire Cleveland, Ohio Harrison, Michigan Nashville, Tennessee Tacoma, Minnesota Siren, Wisconsin Grand Forks, North Dakota Revere, Massachusetts Columbus, Ohio Bethesda, Maryland Hobart, Indiana Scanlon, Minnesota Laurel, Ohio Medical Lake, Washington Osage, Iowa Wayland, New York Berwyn, Maryland Sparta, Wisconsin Sevierville, Tennessee Arlington, Oregon Grand Forks, North Dakota Lake County, Ohio St. Paul, Minnesota Midlothian, Illinois St. Paul, Minnesota Beaverton, Oregon Rawlins, Wyoming Fargo, North Dakota Seneca, Illinois Concord Township, Ohio Ottumwa, Iowa Denver, Colorado Highland, Indiana Grosse Pointe Farms, Michigan Wheeling, West Virginia Laramie, Wyoming Corvallis, Oregon Milledgeville, Illinois St. Paul, Minnesota Red Oak, Iowa Colorado Springs, Colorado Grandville, Michigan Warren City, New York Rock Island, Illinois Kingsville Township, Ohio St. Louis Park, Minnesota Charleston, West Virginia Roy, Oregon Seekonk, Massachusetts Minooka, Illinois Coventry, Ohio Washington, Ohio Syracuse, New York Springfield, Minnesota Charleroi, Pa. Spencer, Iowa Denver, Colorado Sharon, Massachusetts Moline, Illinois Johnstown, Ohio Washington, D. C. Springfield, Oregon Denver, Colorado Hammond, Indiana Swampscott, Massachusetts Cuyahoga County, Ohio Rochester, Minnesota Sumner, Iowa Tess Corners, Wisconsin Swansea, Massachusetts Colorado Springs, Colorado Oconomowoc, Wisconsin Nemista, Ohio</p>	<p>Westport High School Pargny Elementary School High School Defiance High School Red Bud Community High School Glasgow High School Groveland School Shirley Hills Elementary School Huron Junior High School Glasgow High School St. George's Parish School Booker T. Washington School Loveland High School Freeland School East Side Grade School Mansville Elementary School South Side Elementary School Komarak School Deer Park School West Side Grade School Alameda Junior High School C. M. Russell School McKinley School Onarga High School Addition Armistead Gardens School Gettysburg High School East Elementary School Franklin School Addition Elementary School Building St. Francis of Assisi School Accokeek Elementary School Eugene Field School Sharp Elementary School South Elementary School College High School Hawthorne School Addition Maine Township High School Corthell School Junior High School Dayton Elementary School St. Kevin's School Fern Wilson School Eaton Elementary School Jefferson School Addition Central High School Kearlsley Agricultural School Elementary School Hines School Addition St. John Lutheran School High School Addition Flat Rock High School Resinger School Loucks School Addition Eaton High School MacArthur Elementary St. Helena School Colfax Elementary School Washington Carver School Polo Grade School Nannie Lee Freyer Addition Euclid Elementary School St. Patrick's School Grade School Grade School New High School Grade School Addition Elementary School Frankfort Village School Logan School Chewelah High School Homestead School Prophetstown Grade School Marshall Grade School Elementary School St. Patrick's School St. Paul's Academy Hickory Grove School Elementary School Eau Clair School Robert E. Lee School Junior High School McDaniel Elementary School Holy Maternity Parish School Hyndman Londonderry School Upon School St. Mary's School Rantoul Elementary School St. Robert Sellarmine Parochial Grade School St. Theresa School St. Suzanne School Iona School Carson Elementary School St. Thomas Seminary Administration Bldg. Addition Liberty Drive Elementary Mountain Home Grade School New Elementary School No. 18 Horace Mann School Weaver School Medical Building Addition Elementary School Grandview School Holy Trinity High School Harborcreek High School Shawnee Elementary School Lincoln Park School Jefferson School Austin High School North Side Grade School South West LaGrange Elem. School Adelante Davis School Manheim School 83 School Addition Coe College Chapel</p>	<p>Westport, Massachusetts Farre New London, Minn Defiance Red Bud, Mo Glasgow, Mo Blackfoot, Minn Mound, Minn Huron, Minn Glasgow, Mo New Baden, Ill Baltimore, Md Hamilton County Freeland, Mich Moscow, Idaho Franklin City Moorhead, Minn North Riverside, Ill Deer Park, Pa Pittsburg, Kan Pocahontas, Wisc Great Falls, Mont Wauwatosa, Wisc Onarga, Ill Baltimore, Md Gettysburg, Pa Dover, N.H. Missoula, Mont Fairchild, Wash Flint, Mich Accokeek, Md Park Ridge, Ill Moorhead, Minn Dover, N.H. Pittsburg, Kan Pittsboro, Mont Park Ridge, Ill Whitman, Massachu East Palestine, Pa Dayton, Wash Minneapolis, Minn Pekin, Ill Missoula, Mont Louisville, Kent Flint, Mich Kansas City, Kan Peoria, Ill Garfield Heights, Ohio West Bend, Wisc Flat Rock, Mich Homer City, Pa Peoria, Ill Eaton, N.Y. Louisville, Kent Minneapolis, Minn Colfax, Wash Ferndale, Mich Palo Alto, Calif Louisville, Kent Euclid, Ohio Whitinsville, Massachu Whitewater, Wisc Port Byron, Ill Great Bend, Kan Milaca, Minn Hometown, Wis Frankfort, Ky Princeton, Ill Chewelah, Wash Weymouth, Massachu Prophetstown, Ill Marshall, Minn Ephrata, Wash Escanaba, Mich Dodge City, Kan Waukesha City, Wis Fairborn, O Eau Clair, Mich Owensboro, Kent Rantoul, Ill Bonner Springs, Kan Dowagiac, Mich Hyndman, Pa Euclid, O LeCenter, Minn Rantoul, Ill Euclid, O Little Falls, Minn South Gate, Kent Detroit, Mich Iona, N.Y. Carson, Wash Louisville, Kent Ponca City, Okla High Point, North Car Mountain Home, Ida Snyder, New York Mt. Vernon, Ill Dayton, O Chapel Hill, North Carol Billings, Mont Grandview, Wash New Ulm, Minn Erie County, N.Y. Huron, D Rockford, Ill Jefferson, O Detroit, Mich Coeur D'Alene, Ida School LaGrange, Georgia Washington, D Melrose Park, Ill Coeur Rapids, Minn Cedar Rapids, Iowa Greenbush, Minn LaGrange, Ill Vandalia, Ill Gardner, Massachu Ft. Wayne, Ind Greenfield, Wisc Vandalia, Ill Lanark, Ill Groton, Massachu Skowhegan, Maine Bay City, Mich Culver, Ind Waukesha County, Wisc Davenport, Iowa Wauwatosa, Wisc Pittsburg, Kan Duluth, Minn</p>
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**SCHOOL BOARD LEADERSHIP**

(Continued from page 5)

Commission on Teacher Education and Professional Standards, NEA.

It will be recalled that the NCATE came into being in November, 1952, after nearly two years of careful planning. It is a joint enterprise, composed of representatives of five major organizations. In addition to the AACTE and the National Commission, mentioned above, which represent respectively the preparing institutions and the practicing profession, the legal state authorities and certifying agencies are represented by the National Council of Chief State School Officers and the National Association of State Directors of Teacher Education and Certification, while the local employing agencies and the general public are represented by the National School Boards Association.

It is well to remember also, that the long range purpose of the NCATE is to secure an adequate supply of competently prepared and fully qualified teachers for America's schools with the least possible delay, and to establish teaching in the regard of the American people as a major profession of the highest importance.

Teachers, in fact, are charged with the public service most vital to the nation's future — the building of a worthy and effective citizenry. Teachers in the public schools are in the truest sense public servants. They are certified by legal processes and are employed by legal bodies (school boards) representing the people. *Their qualifications must be publicly guaranteed*, because the individual citizen cannot directly choose what teachers shall be employed in the classrooms his children attend, as he can choose and privately employ his doctor or dentist or lawyer or architect or engineer.

The National Council has reached the point where it is considering the employment of its administrative officer, or director. This will be one of the key positions in America concerned with the advancement of education. At the Miami meeting in June, after prolonged discussion, the Council assigned to its executive committee the task of defining the functions and qualifications of its future director. The committee met the next morning and drew up the following tentative proposals:

**FUNCTIONS:** Major functions of the Director of the NCATE will be

1. To assist the Council in the development and pronouncement of policies adapted to the existing conditions in, and to the potential advancement of, the teaching profession.
2. To interpret the Council's policies to the institutions involved, to the profession, to the legal agencies, and to the public through writings, speeches, interviews with press and radio outlets, and personal contacts.
3. To organize the accrediting work of the Council in a central office which will
  - a) maintain contact with all accredited institutions previously listed by the AACTE;
  - b) receive and process all applications for accreditation received from institutions, and arrange for visitations whether by direct approach or

through the regional associations as circumstances dictate;

c) maintain and strengthen liaison with the regional accrediting associations and other voluntary professional agencies; and

d) set up machinery for the constant improvement of the standards adopted by the Council.

**QUALIFICATIONS:** The person selected as the NCATE Director shall

1. Be old enough to command the confidence of the institutional heads, organizational leaders, the profession, and the public, but young enough to possess the vigor and stamina necessary to a grueling task and the adaptability needed to grow steadily in stature on the job.
2. Possess a Doctor's degree.
3. Have had experience in teacher education.
4. Evidence ability to serve as the administrative officer of a policymaking agency.

The executive committee was also instructed to canvass the country for potential candidates and to submit to the Council a list of those most suited who might be available. At the next meeting of the NCATE, which will be held in the fall, it is hoped that a definite decision may be reached with regard to the appointment of its Director who, it is further hoped, may be in a position to assume office on January 1, 1954. That would give him six months in which to prepare the groundwork for a smooth transfer of accrediting operations from the American Association of Colleges for Teacher Education to the National Council for Accreditation of Teacher Education according to plans long since agreed upon and announced.

The significant point in all this to readers of the JOURNAL is that for the first time the school boards of America, through their National Association, will have a voice concerning the preparation of the teaching personnel which will be available for them to employ.

**Co-operation With the P.T.A.**

In mid-May, I attended the annual three day convention of the National Congress of Parents and Teachers in Oklahoma City. More than 2400 delegates and members from all 48 states, the District of Columbia, and Hawaii were in attendance. There was a vigor and enthusiasm about this meeting which was contagious. Certainly these leaders of the great and growing P.T.A. movement, with its more than 38,000 units and nearly 8,000,000 members, evidenced a sincere dedication to the improvement of public education throughout our land. At many points their interests and activities touch those of school boards. They showed a keen desire to work co-operatively and constructively with school boards locally and with school boards associations at state and national levels. A surprisingly large number of the P.T.A. delegates indicated that they were, or at some time had been, school board members.

One regrettable circumstance of the Oklahoma City convention was the comparatively small number of teachers who were in attendance. It is altogether desirable that a more liberal representation of teachers should be had in the future, so that the profession may

(Concluded on page 10)



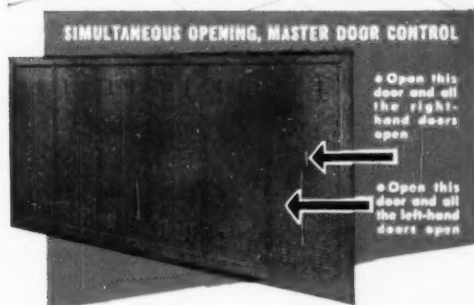


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**2nd** Lockerobes greatly reduce the cubic content requirements of new classrooms thus contributing substantial savings in building costs. Only a 16" deep unfinished recess is required for installation. Large areas of plaster, tile or glazed brick are eliminated. Overhead framing and extra flooring, required for cloakrooms, are unnecessary.

In old classrooms, where the need for additional desk space is critical, cloakrooms can be eliminated and Lockerobes installed to gain the extra area required.

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## SCHOOL BOARD LEADERSHIP

(Concluded from page 8)

be better acquainted with the attitudes and activities of the parents and public nationwide, as well as statewide and locally. Accomplishment of this will rest largely with administrators and boards of education who are urged to make more liberal provision for the attendance of teachers at the Convention of the National Congress of Parents and Teachers in years to come.

It was freely acknowledged that in some cases Parent-Teacher Associations are weak and ineffective and leave much to be desired, and that the same thing can be said about some school boards. None is perfect, but all are working for the same end, and far more can be gained by pulling together than by working at cross purposes. Here again, it is good sense for school boards to take the lead in enlisting the co-operation and in encouraging the effective activity of associations of parents and teachers.

### Catalog of Other Evidence

This article grows too long, so several other signs of school board leadership will merely be listed for the benefit of the reader. Perhaps in future articles some of them may be elaborated.

There is a greatly increased demand for help in developing written policies for local boards, and little is available to send in reply. Boards having well-developed written policies are urged to file one copy with their State School Boards Association and another with the N.S.B.A.

The three-year project of the Southern States Work Conference on "School Board Effectiveness" has reached the final stage. During the coming year, the 14 state associations in this area will be asked to review the tentative report before it is finally printed.

Late in June, members of State Boards of Education in 11 Southeastern States met together for the first time in Daytona Beach, Fla. With them also were their chief state school officers, the first time that all 11 of these officials had ever met at the same place. This significant meeting was made possible under the auspices of the CPEA (Kellogg project) Center at George Peabody College, Nashville, Tenn.

School board association leaders from 11 Midwestern States came together for the second year in a Work Conference held at the University of Chicago (Midwest Center, CPEA) in mid-July.

The National Citizens Commission for the Public Schools has begun to publish a series of valuable "Working Guides." There are to be 10 in all; three are already available, and one of those which is coming soon will deal with strengthening the work of school boards.

The N.S.B.A. has just issued a revised Directory of the presidents and secretaries of State School Boards Associations. Copies are available to those who need them. Write National headquarters at 450 East Ohio Street, Chicago 11, Ill.



Learning is fun in such a bright, cheery room. A wall of Factrolite glass spreads light evenly through first grade room of Morris Snower School, Opelika, Ala. Bottom row is vision strip of clear glass.



Glass has been used extensively in the functional design of the school. J. Paul Gilmore, Montgomery, Ala., Architect. Columbus Glass Co., Columbus, Ga., Glazier.

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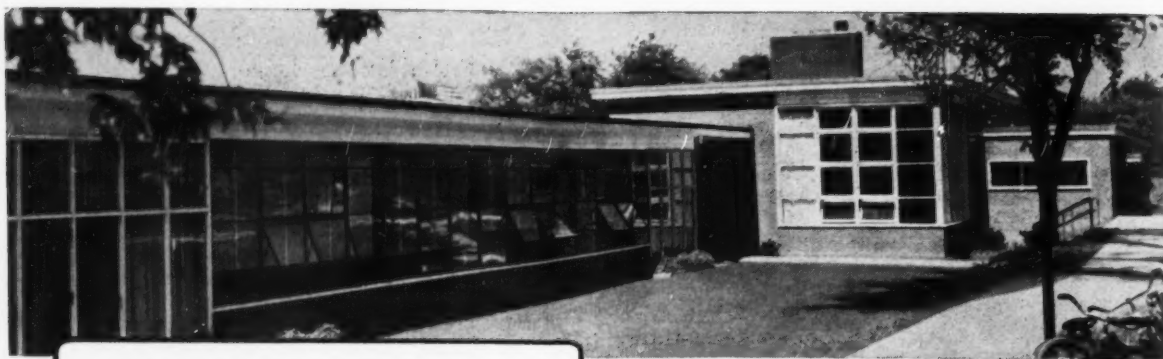
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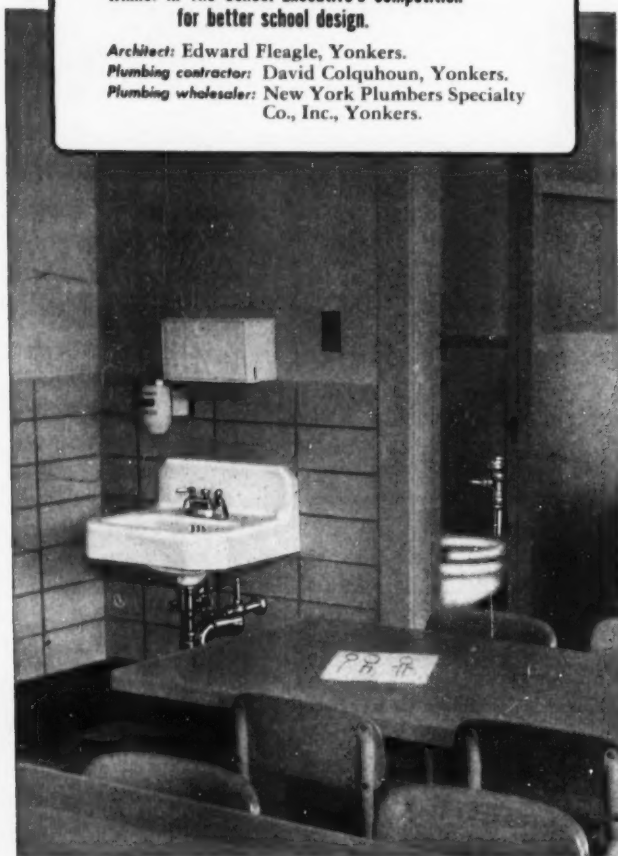
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SCHOOL BOARD JOURNAL for AUGUST, 1953

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St. Mary's School & Convent  
Rhineclunder, Wisc.  
Pleasant Valley Township  
Bettendorf, Iowa  
Herbert Hoover School  
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Franklin Sherman School  
McLean, Iowa  
Dersey Junior High  
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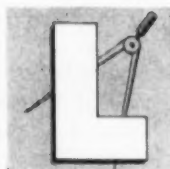
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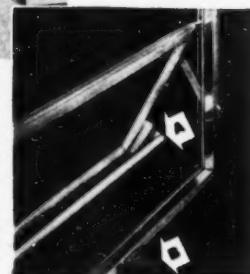
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A Check List for —

# Evaluating Educational Leadership

*Herbert B. Mulford*

As the Eisenhower administration slowly moves toward a fresh leadership in American education, the owners, supporters, and beneficiaries of our schools, colleges, and universities have few means for understanding when progress, if any, is made. The SCHOOL BOARD JOURNAL has faithfully reported trends for reorganizing the United States Office of Education under the new cabinet officer, Secretary Hobby. But over the country at large the press serving people outside those technically engaged in education has hardly recognized the steps that thus far have been taken and has not essayed the task of interpreting whether even members of the administration are clear in respect to the significance of their actions.

A considerable number of very obvious problems confront the Secretary and a new Commissioner of Education, as well as her advisory commission. These include the rising tide of school populations, building needs, shortages of teachers nation-wide, spirals of inflation which often nullify increased taxes, pressure for Federal financial aid to public education and its competing pressure for identical aid to parochial and other private schools, continuous need for the movement for redistricting school communities which in a generation has reduced their number from about 150,000 to about 70,000, and furtherance of codification of school laws over the nation. All these needs concern primarily ways and means to the educational process; they do not apply directly to what takes place inside the classroom door. If we are to record positive progress from revitalized leadership nationally, school boards and their administrators should have other means for measurement.

## Two Broad Subjects

Secretary Hobby in private life is the publisher of a prominent newspaper. It is this writer's hope that this experience may prompt her to take every opportunity possible to use publicity to acquaint the whole nation on two broad subjects:

1. The real but greatly misunderstood purposes of public education;

2. The steps that are planned to cope with the most deep-seated problems which tend to thwart such purposes.

If one picks up at random communications to the press of any large city, the impression is that there is great difference in opinions concerning action pertinent to these two matters. One may not expect that the entire population will even be interested in such understanding. But ability in leadership may be discerned by the manner in which the steps are consciously taken by which the United States Office of Education reaches the public informatively. It is not unlikely that increased facilities for education will be favorably influenced by a wide-spread recognition that leadership points positively toward the solution of many problems obvious but neglected. The following might be considered a very limited check-list by which to measure future accomplishments. In evaluating steps toward progress, one should always have in mind the various degrees of responsibility placed on local, state, and national governmental agencies by the fact that civil government has taken over the direct obligation of educating children and youth, and while not creating a full monopoly, has nevertheless state-socialized education through compulsory school attendance

laws. In each of the following situations there are at least three implied questions — where and to what extent do the conditions exist; where is the first and where the ultimate responsibility; how is the public being informed on ways and means for improvement?

## A Brief Check List

*Basic illiteracies.* Thousands of adults cannot read, write, or figure enough to aid themselves under the lowest economic conditions.

*Functional illiteracies.* During World War II there were about 10,000,000 adults whose schooling did not go above fourth grade. The Adjutant General's office found military recruits from this number incompetent to serve. By close application several army camps were able to adjust their trainees within eight weeks.

*Compulsory age limits.* Laws of the various states concerning minimum ages at which children may leave school vary considerably between 16 and 18 years of age.

*Drop-outs from school.* Adjacent school districts show startlingly different records of completion of studies begun. Particularly in high schools, graduation rolls may vary from only 25 to practically 100 per cent of attendance records.

*Junior colleges.* The increased complexities of modern life call for more general education than is provided in most high schools. For some years advocates of junior colleges have pointed out that such extensions provide advanced academic, pre-professional, and terminal studies. They have also said that the junior college movement is as promising today as the high school movement was at the turn of the century.

**Military training.** There is almost an impasse in the lives of high school graduates. The nation needs youth trained for the armed forces, yet the interruption of education for this purpose presents a grave threat to recruits in the fields of teaching, science, engineering, and other techniques on which the military must rely for successful operation.

**Educating the whole personality.** Youth is not a divided personality. Yet there are areas in which some schools prohibit learning, as for instance, discussions in classrooms on politics or religion.

### Our Cultural Heritage

**Transmission of our cultural heritage.** In numerous cases such transmission is largely accidental instead of being consciously planned. When this is the case, opportunity is provided to dodge uncomfortable controversial issues. This leaves pupils to get their information from possibly untrained and unbalanced sources.

**Keeping the schools close to the people.** This has long been almost a slogan of the best operated schools. The larger the schools, the heavier the room loads and the more political the administration, the less the tendency to follow this ideal. Here the smaller school systems have an opportunity to excel.

**Aid to the handicapped.** Theories of general health programs have progressed greatly. They now take in aid to the blind, deaf and dumb, mentally retarded, the prevention of disease, and psychological adjustments. But much needs to be done in those schools too small to have comprehensive services.

**Civic consciousness.** Educational philosophy almost over-emphasizes the position of the nation in world affairs and world responsibilities. Much less is done on the local civic side, so that today there is a challenge even that teachers need more adequate training in educational purposes. Rarely do faculties use meetings of the school board, city council, and other civic bodies, or the devious courses of tax assessments, in order to acquaint their pupils with many of these activities.

**Extra-curricular activities.** Student government, pupil service to schools, and numerous integrated activities are quite common. Field trips enter many life situations in social, scientific, agricultural, industrial, civic, and historical situations. Small schools are often handicapped.

**Guidance toward personal goals.** This is one of the vital areas of school life and embraces both vocational and social life.

**Training for specific skills.** Manual and domestic arts have long been accepted, as have problems of salesmanship, sufficiently by the Federal government to grant financial aid for schools engaged in such teaching. Military needs place new and stronger emphasis on this responsibility.

### The Racial and Religious Problems

**Racial segregation.** This issue is so highly controversial in the southern states that it involves political philosophy. As it enters into both public and private education it becomes a serious challenge to all the teaching profession and an immanent issue of the classroom.

**Religious understanding.** Notwithstanding that our history declares "this is a religious nation," high controversy over separation of church and state has clouded progress being made in this field by such outstanding groups as the American Council on Education, the Edward W. Hazen Foundation, and thousands of independent schools. This controversial problem calls for the highest leadership.

**Resourceful teachers.** In spite of teacher shortages, temporary state certification of partly-trained teachers to fill gaps, the immaturity of many and the tendency for over-specialization and over-feminization of school faculties and those who train them, there is a constant need to raise the quality of teaching and to acquaint the supporting public with this vital need. This leads us from behind the classroom door to several matters which may predetermine this re-



sourceful characteristic, such as the following:

**Time lag of school excellences.** Depending upon any given school district, its faculty, administration, and school board representation of the public, there is a time lag in transmitting the best attended excellences of school operations from the most fortunate to the least fortunate. This lag may be from a dozen years to a generation. A basic cause may be local financial support or state equalization, but leadership is significant.

### School Board Education

**Education of the school board.** Rapidly developing across the nation are programs for co-operation among school boards, largely to solve immediate fiscal, legal, and physical problems. But not least of the products of such activities is the conscious

planning to educate boards to the importance of their uncompensated civic obligations. National and state governments have been too slow to recognize the vast importance of these self-starting movements.

**Revamping the curriculums.** Much of the national attitude toward the school curriculum was "set" during the early days of the public schools, when the nation was basically rural and agricultural. With the vast changes toward urban and industrial concentration, school needs and outlook have changed. This needs constant conscious consideration.

**Teachers committees.** One of the vital factors in continuing the best of traditions in any local school system and in constant readjustment to new needs and conditions is the practice of establishing faculty committees to work sedulously upon problems. The categories are too numerous to mention. The weak spot in many a situation is the failure to carry through, partly due to rapid change in personnel and partly to inadequate training of new teachers.

**Teachers colleges.** Some 1200 institutions train teachers. Philosophies of this training differ greatly. Actual practices to a large degree establish standards of teacher requirements enacted into law, especially on the basis of the number of hours engaged in the study of education per se. Much needs to be done in this field. Imperatives most frequently neglected are over-specialization in subject matter; the nature of state and local controls of education; the slacking of responsibility to meet controversial issues of American life, including the vast stretches of economic, political, and religious illiteracy among the people; the many categories mentioned here previously, and the over-all comprehension of public relations for public institutions calculated to remove local controversies.

### A New National Leadership?

The foregoing recital of a few of the elements of the American educational scene greatly over-simplifies the task before the President and Secretary Hobby, if we are to have a revitalized national leadership. In other nations, education is largely dominated by national laws; administration is through national ministers of education. In the United States there is no present evidence that the public intends to forego the prerogatives of local controls, even though education is state-socialized. Yet the Universal Military Service Act and the Armed Forces Reserve Act have revolutionized the American military establishment and have reached into the educational life of all youth. Although the responsibilities implied here should affect all levels of organized citizenry and school people, there is an obvious obligation within the Eisenhower administration to rise in some degree to these implications. The simplest recourse is to bring information democratically to the supporters and patrons of our schools, colleges, and universities.



# School Boards Administer Responsibilities

Alex Jardine, Ph.D.\*

Historically the board of education preceded the office of the school administrator, yet both of these offices, so universal today, are little more than a hundred years old. Since America pioneered in local autonomy for schools there is no pattern to which either the democratic school board or the American school administrator could turn for real assistance to insure successful accomplishment of their duties.

As the common schools grew and the problem of management expanded into a full time job, the school board out of necessity turned to a teacher, or employed a local lawyer or other professional man to direct the educational enterprise. Almost always the board retained the business function to itself and permitted the new executive to act more in the capacity of a clerk than a professional leader. Such skill in management as was then known was appropriated either from the state-controlled European educational systems or from the military plan of administration. Time has demonstrated that neither of these plans nor their philosophies were compatible with the desires of the American community for its schools.

As school executives gained greater competence in dealing with the complex problems of education, the board relinquished more and more of its administrative responsibility. The transition was not without considerable travail and, except in the most unenlightened situations, the idea today is at least given lip service. The Association of American School Administrators<sup>1</sup> in the 1952 Yearbook on the Superintendency declares that,

A century of experience was required for board members generally to see the dividing line between policy and management and to accept the larger policy-making aspects of their responsibilities. The same century of experience was necessary to orient the superintendent to the larger implications of school administration and his relationship to the board of education.

**1. A good board of education selects a professional administrator and expects him to form a competent staff to implement policies.**

This is one area in which there seems to be rather complete agreement. Board members today expect a superintendent to have capability in the personnel field, and there is apparently less and less desire on the part of boards to want to engage in

staff selection. School executives are rapidly learning that staff selection is a co-operative responsibility and principals, supervisors, and sometimes teachers are brought into team action, to help select the best person for an assignment.

In the case of selecting a key person for the staff, such as an assistant superintendent, a high school principal or a director of guidance, the superintendent may want to have the whole board meet the top candidates and present the group with their backgrounds and qualifications before making a recommendation.

A practice in use in many school systems today is to announce all key vacancies and newly created positions so that staff members may have an opportunity to declare their interest in the job.

**2. A good board defines the task of the superintendent by establishing special criteria, particularly when a new executive is chosen.**

More and more boards are using better procedures in selecting superintendents. A typical plan when a vacancy occurs, is for the board to establish basic considerations to use in selection. These usually will relate to such factors as age, training, previous experience, salary range, and the like. The board then advises a number of training centers of the vacancy and invites the school to suggest possible candidates. These persons may be asked to submit their credentials if interested. If the board is small, the whole board will participate at every step in the selection. If it is large, the practice often is to choose a screening committee to study the papers and carry on further steps just short of actual selection. Since the business of selecting a superintendent is regarded as one of the most important duties of a board, there is reason to suspect that even in large boards every member should be actively engaged in some phase of the preliminary choices.

When a reasonably thorough search has been made of the candidates available at the time, such persons should be invited to visit the system and meet with the board. At some time during the visit of each prospect, he should have a chance to meet the whole board and discuss with it the great host of questions each will have for the other. The situation should reflect a friendly, warm spirit since this is a serious matter to both the prospect and the board. In its questioning the board should try to discover by open-minded questions what the candidate feels and believes about impor-

tant issues. The board members will want to satisfy themselves about his knowledge of the field as they see it; and to judge how his personal qualities will fit into the staff and community. The board should answer his questions forthrightly without attempting to keep disturbing local problems in the background. The candidate has as much right to get a true picture of the board, the schools, and the community as the board has the responsibility to know all it can about the candidate.

So that there will be no feeling of obligation on the part of the board and because prospects frequently must spend money in travel, food, and lodging, the board should assume all legitimate expenses of each candidate. It is not fair to ask any candidate to make himself available for protracted examination and inspection, only to be eliminated from consideration with a thank you, and to pay the costs which the board ought to bear.

As soon as all preliminary interviews are concluded, the whole board should meet to narrow the field. This experience will enable the group to make further clarification of their own wants. At this point the board will not likely have settled on one man. It should, however, have winnowed the field to three or four. A thorough study of each man should be conducted, including visits to his present assignment, conferences with those who recommended him, and a check on his rating through such credit and financial associations as there are in his community.

Sometimes the very presence of a committee checking upon a superintendent creates uneasiness on the part of his present board. The visitors need to get permission from the candidate well in advance so that he may set the stage. This is an important event in any superintendent's career and he must be prepared for the eventuality of not being chosen. In short, here is a sensitive exercise in human relations that needs careful handling. The visiting board leaves the community never to come back, but the unsuccessful candidate has still an important task to do. There is also a caution which superintendents should carefully observe, and that is they should not permit a visiting committee to come in unless they have a sincere desire to move. Using such a device to get pay increases or extended contracts is unworthy of a professional educator.

If by this time the board seeking the

\*Superintendent of Schools, Moline, Ill.

<sup>1</sup>The American School Superintendency, Washington, D. C., American Association of School Administrators, 1952, p. 53.



administrator has fixed on one candidate, it should discover his availability and invite him unanimously to come to the system. Sometimes the top candidates and their families are asked to make a return visit, before a final choice is made. The point of unanimous concurrence in selection is one that cannot be stressed too much. If a board is split on such an important issue, there is small chance that the best man can make a go of the position.

As soon as the decision is made, the board, out of courtesy to all who were considered, should advise them of the choice. Such a notification is often written in a complimentary vein, stating that the applicant, although not chosen, was one of a select few considered for the position.

**3. A good board expects the staff to assist in formulating policy but does not involve itself with the staff as established policy is put into practice.**

Staff morale tends to break down in various ways when the superintendent and any or all board members are administrators. Petty internal politics, personal points of view, prejudice and smallness have every opportunity to make an entrance. Cliques and informants either on the board, on the staff, or between the two are not in keeping with the mission of public education.

As the board seeks evidence to form policy, it naturally turns to the superintendent and his professional associates for help. Quite frequently the issue permits a variety of interpretations and there is no clear-cut evidence that there is a best answer. The staff should advise the board of that fact and point out the alternatives, perhaps making a recommendation which allows multiple choices. There are rarely any great basic issues that are clear-cut enough to cause a good board to divide on them. Similarly the administrator should not get himself into the *cul de sac* of declaring that this is the one and only policy and the board had better adopt it or else.

Another point in this connection is the repetition of a familiar axiom in educational administration, namely, that any school system can work effectively when it has but one chief administrative head. Although experience has proved this over and over, there still is a vestige of the practice which was followed when the business department was asked—and in some communities still is required—to report independently to the board. In Pennsylvania there is a requirement of the law which specifies that the secretary of the board in some districts must report directly to the board. In districts of certain classes, the secretary of the board is a board member. The law prescribes certain administrative duties for the secretary which in effect makes him a co-superintendent. This does not prove desirable and the boards involved should seek a correc-

tion of the law. One excellent school system in the metropolitan district of New York recently created the position of business manager, and turned to business and employed a person who was retiring from an executive job. This is questionable for a number of reasons. First, school business administration is a profession that must be learned from the ground up. Purchase of materials and texts, directing the non-certificated staff of custodians, maintenance men, cafeteria employees, and secretarial workers, plus the thousand and one specialized details of the job take a unique "know how." They are not transferred in whole from another job. Second, this is a career that should be assigned to a younger person, preferably a professional educator who has strong natural abilities for business and finance, who knows the problems of the schools, and who understands the language of the profession.

**4. A good board of education finds time to visit the schools of the district, and schools of other districts to help them keep abreast of best educational practice.**

Because members of school boards are usually among the busiest of citizens and because they are so often engaged in meetings concerning schools, they frequently have little chance to get inside of a schoolroom. This is particularly true of good boards. Among the best boards in the suburbs of Chicago, Philadelphia, and New York are top executives in America's leading business concerns. These men are usually commuters who have little time to spend at home, not to speak of visiting schools. That they believe in the public schools is indicated by the kinds of schools they build, the type of educational leadership they provide, and the adequacy of the salaries they pay their staffs. Yet it is reported that some of these men have never seen their own schools at work.

At Abington Township, Pa., a very busy board has solved the problem by setting up a series of school visits on a definite schedule starting at 1:30 in the afternoon of a regular board meeting day. Prior to the visit the superintendent advises everyone concerned of the plans for the afternoon and evening. This plan brings together the staff and the board so that names become people. Very likely the board and the staff will each be on its best behavior, but the dividends in good

personal relations will be great. In each of these visits there was an afternoon coffee hour which brought board and staff face to face.

Board members sometimes indicate an interest in visiting schools away from home, particularly when new school buildings are being planned. Superintendents report a steady flow of visitors to new school plants, mainly made up of local citizens, followed by out-of-town school superintendents, principals, and teachers, and finally delegations of board members from other districts. Visitors seem to come in proportion to new ideas found in a building.

After visits either to home schools or other schools, board members usually express some pleasure in the experience. A common statement seems to be "We ought to do more of that sort of thing."

**5. A good board of education affiliates with other boards in state and national school board association.**

School boards find strength in association. In 1953 there are 44 states of the union which are organized into school board associations of varying degrees of effectiveness. Thirty-three of these states are joined together in the National School Boards Association. Ten others have state associations not affiliated with the national group and one state has a regional plan of operation within the state.

In 1940 the National Association had its beginning. Each year thereafter except 1943, some sort of a national meeting was held, until in 1949 it was decided to secure the services of a full time executive secretary and establish a permanent national headquarters. Edward M. Tuttle, as the first permanent executive of the association, opened offices at 450 East Ohio Street, Chicago, Ill. The association has had a steady and gratifying growth since organizing on a full scale basis.

Boards with leadership that ought to be shared and boards which want help and guidance will do well to join the National School Boards Association. States which have no associations ought to form them and those whose associations are weak ought to strengthen them.

### **In Summary.**

Strong boards of education choose strong professional leaders, define the task to be accomplished in a local situation, and provide a good staff to carry out the policies the board announces. The staff is expected to aid in formulating policy by providing information on which the board can make correct decisions. Such a board recognizes the fine line between making policy and administering it. The good board knows its schools through first hand, friendly contacts, and knows something of other boards through purposeful visits. Good boards join with others in their state and nation to promote the cause of public education.



# Cabell County Improves All Its Schools

Deac Martin\*

In the mid-thirties the board of education of Cabell County, W. Va., embarked upon a long-range program of improving physical properties. Its objective was eventually to put every child among the farthest hills 'n hollers of the semi-mountainous area into classrooms as adequate for physical and educational growth as the environment of the large schools in Huntington, the county seat. The board has toiled up the hardest part of the climb, at a cost per pupil that is lower than the lowest expenditure group of United States cities, and the Promised Land is in sight. "Let the voters approve just one more school levy (four in all), and physically they will have one of the best systems of school properties in America," Superintendent Olin C. Nutter said in early 1953. He hastens to add

\*Cleveland 14, Ohio.

that a good school system is never "finished."

The improvement problems are complex as compared with those of an urban area. Huntington is an industrial city of about 90,000. Typically, it needs big trade schools geared into the county's four high schools for white pupils and one high school for Negro students. Seven white junior high schools and one Negro junior high receive students from the 68 elementary schools in the 30 mile square area, all of it on edge, threaded by a complicated pattern of winding roads that follow the creeks, some of them spanned by wooden covered bridges or footbridges leading to upland farms in remote coves. Distances call for the operation of 23 school buses which normally carry 4500 children daily. There are more than 750 teachers and principals in the system which

conforms with the county-unit plan in effect in West Virginia. School tax money goes to the state where it is apportioned to the counties on a population basis. This means that urban Huntington pays out a larger proportion than the rest of the county, but the unit system has proved a boon to the rural schools.

## "Don't Bite Off More Than You Can Chew"

The task of physical improvement has been the direct responsibility of C. N. Fannin, assistant superintendent who was formerly a school principal. He works closely with Superintendent Nutter and Assistant Superintendent R. F. Brooks whose duties are principally on the curricular side. From the beginning the administrators and the board have shown



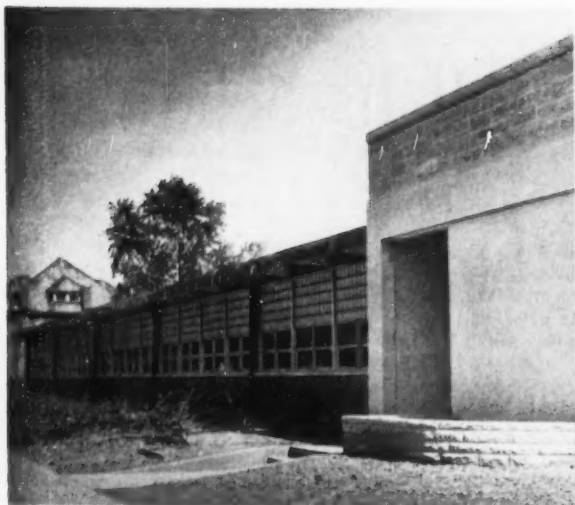
New Two-Teacher School at Ball's Gap.



Reading Alcove, Ball's Gap School, where study and recreational reading are encouraged.



Maps, like the above, of Ball's Gap School Area, were made for recording the location of children's homes and locating schools and bus routes.



*Classroom Wing, Enslow School, is ideally lighted.*



*Play Porch, Enslow School, has doors set at angle to prevent interference with traffic.*

notable self-control by setting their initial improvement objectives well within the probabilities of attainment and by re-appraising as conditions change. "Don't bite off more than you can chew" is a maxim with Mr. Fannin.

It has been the board's policy to spread the improvements over the entire system of white and Negro schools rather than doing a few monumental jobs to which a certain group or community could point with pride. It recognizes the fact that a hand pump in the well of a one-room rural school is just as important to the thirsty children as the automatic mechanical water-supply system for many in a large building, and aims to keep both in order always. It has been the policy also to concentrate improvements *inside* where pupils and teachers spend most of their time rather than to include structural and exterior ornamental frills that are not basic to the child's physical welfare or scholastic development. Where practical, the board has modernized existing structures rather than selling old buildings at low return. As evidence of the long-range view, some small rural schools, where the local district must be consolidated within a few years, will require minimum remodeling when sold to be re-made into country homes at a price satisfactory to the board and the new owners.

With the possible exception of lighting, there has been little standardization of design, materials, and equipment. The administrators prepare basic plans for modernizing or new construction according to the known current needs, a forecast of the future, and intimate knowledge of the population characteristics and distribution, the general terrain and specific location. They plan each job for a certain community and site, and they utilize architectural services primarily to assure the soundness, and possible refinement, of the

design which they do in the rough. These men visit many sections of the country to study schools of all types firsthand.

#### **"Know Your Community"**

In order to know rather than to presume, Mr. Fannin has developed a survey for current information and probable trends. It starts with a large map of a school area, of which Ball's Gap shown here is typical, which the teacher places on the tack board. The children help her to locate every house and household. Then the children receive a form which is a part of the game "Know Your Community." Each takes the form to be filled out at home under familiar conditions. The teacher inspects the results carefully and checks off each home on the map. When it is evident that the children are ready for the wider survey, it is their duty (and fun) to call upon every home in the area. Each return is transferred to the map at school. A summary of the data shows a wealth of factual material about present conditions and probable trends. It includes:

- Number of houses
- Number of homeowners
- Number of renters
- Number of renters who have lived in the com-

- munity one to five years or more
- Number of families which have lived in the community from a minimum five years to a lifetime
- Number of homes built—from one year or less to four years or over
- Former residence of each family
- Occupations of family heads
- The number of children by grade distribution, by age distribution if under school age, and the probabilities of future enrollment for ten years.
- Number of children riding buses
- Average number of children per family
- Population trend in terms of families (elderly) with no children, with children in secondary school, no preschool children, with preschool children, young married couples, and vacant houses.

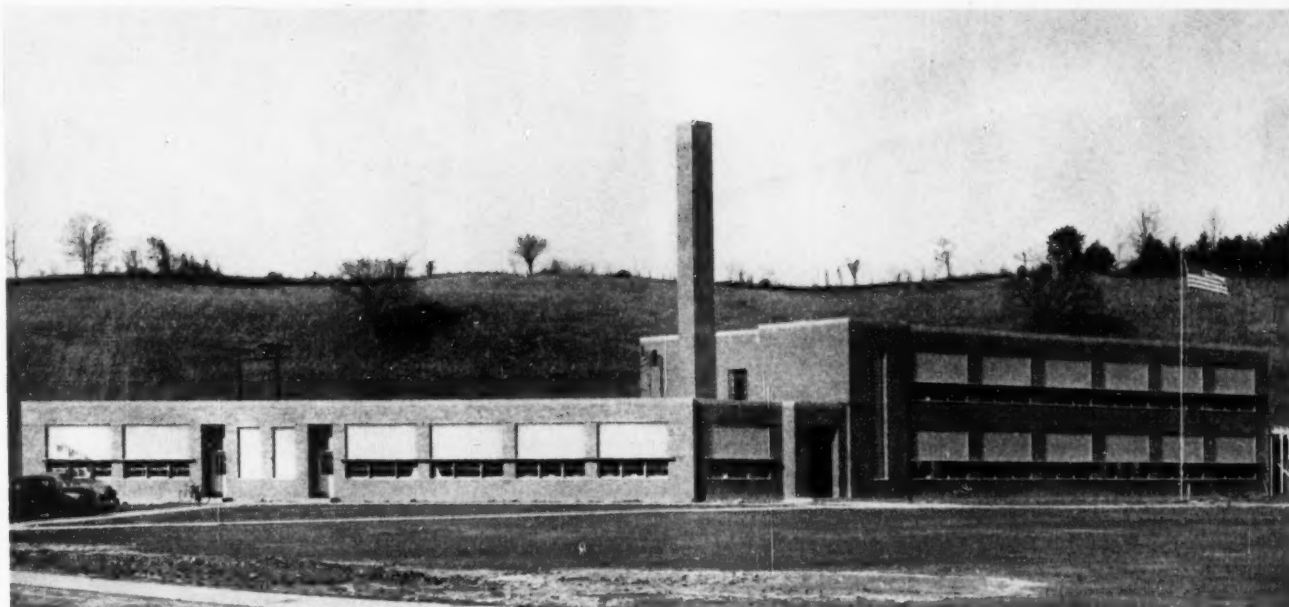
This summary is converted into a brief report covering the location, building, site, type of community, and probability of future enrollment. The map, summary, and report are stapled together at the board of education for quick and accurate reference as to what really exists in a given school area.

Such a survey caused the board to abandon the antiquated one-room school in the Gap, provide bus transportation for the older pupils to a consolidated school, and build an elementary one-room school, library alcove, dining and community-use room, and a small kitchen on a much better site close by. Local spirit was at low ebb at that time. The new school became the nucleus of revived community activities and new ones. Over six years, the parents have furnished the kitchen, including electric refrigeration, have provided a record player, a movie projector, a radio, a flagpole and flag, playground equipment, and they use the school so frequently for rural activities that the board leaves the schoolhouse key at a nearby home during vacations. In spring the hillside redbud and the dogwood peep into a good looking, well built, comfortable, sanitary, well equipped, educationally



*The Cook Elementary School, Huntington, is built of concrete block attractively painted white.*





*The Milton Elementary Consolidated School has shops, music room, etc., in a one-story wing.*

sound, cheery school home and community rallying place that cost the taxpayers less than \$7,500, because built in part of salvaged materials.

Incidentally, much of the school nomenclature in Cabell County is a joy to those who appreciate the flavor of southern-rural Americana. Lower Creek, Wildcat (now closed), Charley's Creek, Hickory Ridge, Salt Rock, and Cox's Landing on the Ohio River are typical samples.

#### **Convincing the Voters**

When the project was launched in 1938 the Huntington area had one of the lowest tax rates in the nation. The levy increased the school tax almost one half. By extending it, the school administrators have paid for more than \$13,000,000 worth of improvements without increasing the taxes after that first levy. From the beginning the administrators have recommended the three-year-levy plan rather than long term bonds since they believe that it is difficult enough to project school planning only three years ahead. The campaigns which have gained public approval of the various levies have been approved by industry before going to the voters, since taxes bulk so importantly in industrial operations. This approval of industry and homeowners has continued during nine years out of 15 since 1938 when the first levy came up. Sixty per cent majority is required and all have attained 80 per cent or better.

The job of organizing public opinion in advance of submitting the levies to the voters has been a notable one. A speakers bureau, radio, and in the last levy, television carried facts to the voters, while newspaper editorials, advertising donated by businessmen desiring school improve-

ment, bill boards throughout the county, in fact all means of mass appeal were utilized. The promotion included the ingenious use of milk bottle jackets and bread wrappers as well as dodgers wrapped by stores in packages destined to be opened in the home.

Bumper strips and signs for car windows were part of the campaign, added to window cards designed and distributed by the pupils. The school administration headquarters was a control center open 18 hours out of the day where any campaigner could call if more ammunition were needed, or anything went wrong in his territory.

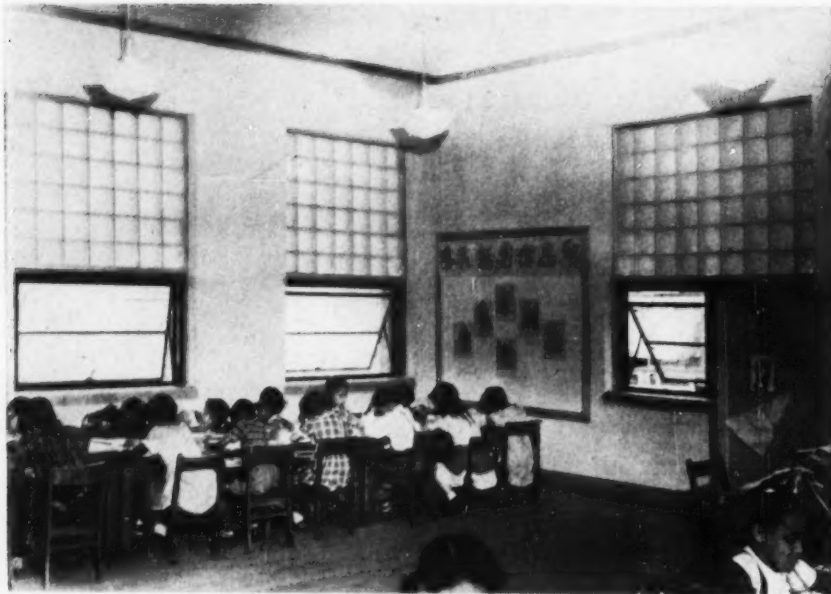
The administrators credit the local staff of the public service company for valuable spade work in providing a sight-saving-room demonstration in advance of the first levy to show what the board could do when funds would be available. The power people have been unusually generous with engineering data and extension of their lines into areas where service to the schools rather than income to the company was the main issue.

#### **"Our Best Investment"**

This co-operative attitude is typical of most businesses in Cabell County. The school administrators have consistently laid



*Remodeled classrooms in the Milton Consolidated School conform closely to the Darell Harmon co-ordinated classroom developments.*



*A typical modernized classroom in the Barnett School with attractive wall finish, new lighting, and furniture.*

their objectives and plans before the communities and have seen to it that all information of public interest about schools is disseminated widely through the county.

"Business-Education Day" is designed for better understanding between the schools and the county's commercial enterprises. For a day the teachers visit business while businessmen become "teachers" for a day telling the children about various types of enterprises functioning in the county. Mr. Nutter says that the contacts give young people a better understanding of the many and varied businesses that are so necessary in making a city stable and progressive, while the teachers see business in action and carry back to the classroom the realities of the business world.

To business, the board stresses the fact that the school, serving about 22,000 students annually and with 81 buildings in the system, are one of the big businesses of the county demanding practically all the functions and departments of any commercial enterprise, and "our best investment."

Every opening or important modernizing accomplishment is celebrated by an open house for its area. Beyond that it is the policy of the board to invite use of the schools by adults for their own activities. As a result the county schools suffer from far less wear, tear, and vandalism than a typical big school system. Mr. Fannin, who believes in light directional glass block wherever practical, says that he has had five glass blocks broken in ten years.

#### **Details — But Important**

In the case of a building to be modernized, all information about needs is

gathered and set down on a chart which shows every contemplated change or addition from the exterior throughout every room and corridor. The final bill of particulars, including the cost for each detail, is then blueprinted and each job is checked off as completed.

Each building has been designed to take every advantage of local terrain which varies widely in this semimountainous area. Illustrative of how the citizens are back of the school improvements, in "Operation

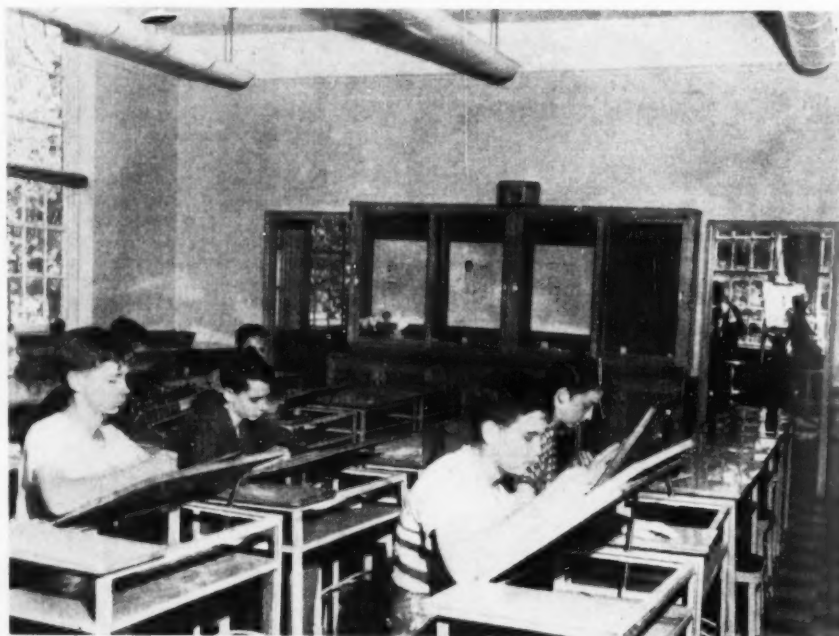


*A drab school-brown classroom before refinishing and repainting in bright colors.*

Hillside" several thousand persons visited a school location one week end in a community picnic, when volunteers cut the side out of a hill for the site of a new school with contractors donating equipment and union men operating it. It is actions like this which make Mr. Fannin say, "Maybe I ought to get outside once in a while to see what a poor world it is."

Interior decorations in all new and modernized operations are in light colors for a reason which goes beyond the immediate psycho-physiological. If the same old schoolroom brown had been used in decorations, the school people say that nobody would notice it; therefore, they make a point of color and allow the teachers to select colors of the latex base paints for their own rooms. Experience shows that redheaded teachers are hardest to please in room colors.

(Concluded on page 62)



*Glimpse of a remodeled classroom for art instruction.*



# EDUCATING EACH PERSON to the Maximum of His Capacity

Harold H. Punke\*

The educational literature in America often refers to a democratic ideal of educating each individual to the maximum of his capacity. Lofty as the ideal may seem, educators should not echo it or work for achieving it as a goal without understanding what it means. There are of course varying degrees concerning which professed ideals are to be taken literally — or perhaps seriously. One way to determine the extent to which a conscientious professional group can take a professed ideal seriously is to examine its implications.

*Determining one's capacity to learn.* A program which attempted to educate each person to the maximum of his capacity would need some method for determining that capacity. Tests of general intelligence and special abilities, as well as other observations, make it possible to compare the performance of different individuals at a particular time — or the same individual at different times. However, the usefulness of test data for determining one's capacity to learn is limited by the dependence of test results on previous learning opportunity. If test scores are largely a result of previous opportunity, the scores may have considerable value in estimating capacity for further learning along a particular line at the time the test is given. But such scores do not help much in estimating what an individual's capacity to learn at a particular time might have been if his experiences before that time had been different from what they were — that is, if he had earlier experienced more nearly optimum learning opportunity.

## Changes in Capacity to Learn

Related to the idea that learning capacity at a particular age is substantially affected by prior experience, is the idea that any individual's learning capacity may change from time to time. The older literature referred to this idea under the caption "Constancy of the I.Q." Various studies have indicated that one's rated intelligence may change several I.Q. points. When this is true, the value of test data as measures of ability to learn is further limited — should we accept the high, the low, or some other point within or outside the range shown by the different ratings?

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Reference to "special aptitudes," in learning considerations, implies that at the time concerned an individual shows greater learning capacity along some lines than along others. This point can be recognized without attempting to establish any genetic or environmental origin of the capacity to learn in different areas. The relative capacity of a person for learning in different areas would, however, be important for efforts to achieve learning up to his capacity — i.e., it implies dealing with capacities, not with a capacity.

When learning conditions affect the rate of learning, any reference to a person's learning capacity is hardly intelligible without accompanying reference to the learning opportunities or facilities available. It is theoretically conceivable that several levels of learning opportunity might be kept stable through freezing society in some static pattern. Obviously no such condition could long exist in a society which is dynamic or relatively free from social stratification. A practical point that arises then is that any effort to determine one's maximum capacity to learn would have to assume optimum learning conditions — since anything less than this would be subject to extensive fluctuation in two directions.

Along with the probability that few if any adults have grown up under optimum learning conditions, is the fact that we do not know what would be required to constitute such conditions. We know that some conditions are more favorable for learning than others, with perhaps some gradation along a scale, but this is far from saying that any of these conditions is the most favorable. Hence a great deal of research would be needed to determine optimum learning conditions, especially in view of the influence which accumulated learning at a particular time has on further learning and of the individual or personal character of this accumulation. Allied problems would relate to developing administrative arrangements for providing optimum learning conditions — until we get more experience with large-scale efforts to develop slightly more than the "current average" learning ability among the masses of the people.

## Motivation Helps Learning

*Personal motivation affects the rate of learning.* It is commonplace that the mo-

tive one has for learning, in general or in regard to specific materials, affects the rate at which he will learn. Motivation presents important problems for every parent or teacher, as it does for many clergymen or members of the police force. Experience during World War II reflected the importance of motivation — in the time required to reach a certain mastery of a foreign language, of instruments and data concerning air navigation, or of other emergency learning materials, as compared with "normal" attainments of typical high school or college students. Narrowness of the wartime curriculum and the cutting down on extra-curricular or "extraneous" activities are other ways of describing a high level of motivation and concentration on a specific goal.

Motivation is important for any ideal which purports to educate the individual up to the maximum of his capacity — whether motive is anchored to a particular job or to some other interest. Should one's learning ability be considered relative to situations for which he feels little motivation or situations for which there is high motivation?

*Length of the learning period.* It used to be maintained that "you can't teach an old dog new tricks." As applied to humans, the idea in recent years has been essentially restated to say that you are not likely to teach an adult in middle life "new tricks" which he thinks are unimportant and not worth the bother, or which he does not think he has time to learn. Lay observation of adult adjustment in such areas as the vocational and political worlds, as well as scientific studies in such fields as education and psychology, show that adults have much capacity to learn — innate potential which was certainly not exhausted and perhaps not even drawn upon by the learning of their childhood and youth.

If a realistic effort is to be made to educate each individual up to the limit of his capacity to learn, what is to be done about this learning capacity of adults? Should we restrict the ideal to childhood and youth, and say that when one reaches a certain chronological age or a certain grade level in school he is no longer a subject for consideration? This would hardly be an experimental or otherwise realistic approach to the situation — aside from the fact that it largely leaves



dangling the question concerning the breadth or effectiveness of his educational experience before he has reached the arbitrary cut-off point.

### Discovering Learning Capacity

*Distribution of the nation's educational effort.* If one accepts data from biology and psychology indicating that there are genetic differences among individuals in their capacity to learn, and if he is alert to the practical fact that most persons in a society like that of the United States could learn much more than they do, then the question arises concerning the distribution of the social energy and resources available for education which should be made among persons reflecting the different genetic levels. It now seems that persons with IQ's of around 60 or possibly less can learn enough to engage successfully in vocations which enable them to be economically self-supporting. Perhaps with further experimentation on learning materials and methods appropriate for low-IQ persons, and with more detailed job analyses in the vocational world, further learning capacity among such persons will be discovered and utilized. Then, should society carry on exhaustive research in the area described in an attempt to determine the maximum learning capacity of such persons according to age, learning conditions, sex, or other factors that might be involved?

Many people think society would gain more by exploring and developing the learning capacities of persons who are in the average or the favored categories from the genetic standpoint. It seems reasonable to assume that within the foreseeable future the people of the United States as a group are not likely to have enough material resources or enough trained personnel to carry out all of the exploratory and developmental projects which specialists in the various areas of human interest think desirable. If this is true then a selection must be made—probably on some basis which combines tradition, partisan pressures, fantasy, and reason.

In any case it seems unlikely that enough study and experimentation will be directed into the learning area in the near future to determine the maximum learning capacity of any wide swath of varying humanity—or the relationship of further learning capacity to each increment of learning that is acquired. But even if such capacity for different strata of humanity was determined, there would still be the problem of applying some ethical principle in distributing the social energy and resources available for education among the different capacity groups.

### Absorptive Capacity for Learning

*Facility of education for absorbing great amounts of social energy.* Reference is

often made to the increasing rate at which American productive capacity can supply such material wants as food, clothing, and shelter, and to the increase in leisure time which would be available to the American people if we did not consider it necessary to spend so much on military activities. For statistical evidence on the non-war-time trend in this country, one can examine census reports for recent decades concerning the increase in percentage of the gainfully employed population engaged in professional and service fields in comparison with the percentage engaged in such areas of primary production as agriculture, mining, and manufacture. Education is one of the professional or service vocations which directly or indirectly engages a much larger part of the gainfully employed population than it did a half century ago. It should be obvious that if education further expands toward the ideal of educating every person to the maximum of his capacity, a very great amount of additional social energy and resources would be absorbed before the movement got under way far enough for us to realize the size of the task which the ideal implies. Because of this fact, and of the value which education can have for the welfare of the people as a whole in a democratic society, it is well to keep in mind the "absorptive capacity" of education—in an industrial democracy in which economic cycles and curtailed employment opportunities seem frequently to shake the social structure.

*Achievement of the ideal would revolutionize American life.* It seems apparent that public education in the Western Nations, and especially in the United States, has done much to change and reconstruct the society concerned. If it was possible within two decades for this nation to develop and operate a program seriously aimed at educating every person to the maximum of his capacities, the rate of social change would no doubt be speeded up accordingly. That is, the rate would be much faster than it ever has been—a revolutionary tempo. There is no way of predicting the direction of such change—aside from projections based on recent developments. However, it seems probable that the energy needed for coordination, through government or otherwise, would be greatly increased. Certainly our schools and other educational institutions would be greatly different from what they are now.

### Vague Ideals Helpful

*Social values and limitations of vague ideals.* From foregoing paragraphs it seems that the ideal of educating every individual to the maximum of his capacity includes a great deal of vagueness. However, in a society in which many things are vague—and on somewhat of a more-or-less basis rather than a basis of some precise amount—there may be value in

vagueness. When an ideal is stated in general terms, it is difficult for opponents to attack it pointedly—or to attack aspects of it. Hence, a general and "high sounding" ideal may be kept alive and perpetuated from one generation to another—with each generation contributing to its theoretical development in particular areas and to the establishment of practices which are in accord with it. Moreover, after a social ideal has been cherished by a large group of people for a few generations, although somewhat vaguely, it acquires considerable prestige of age and tradition—even though little has been accomplished during those generations to incorporate the ideal into everyday life. Hence if the statement of an ideal has been kept alive through widespread lip service, its familiar ring at a later date may facilitate the acceptance of practices which can be defended as specific applications of the ideal.

It should nevertheless be remembered that vague ideals never really help the people who cherish them, except perhaps through encouragement and hope or as an avenue for speculation and mental recreation, until they are bit-by-bit translated into specific everyday practices. A somewhat vague ideal in regard to educating each child to the maximum of his ability may thus make it easier than it otherwise would be to expand the practical educational opportunity of many American children. Educators should nevertheless have a more realistic understanding of the implications of the ideal as stated than most of them seem to have—and a clearer picture of specific steps that might be taken.

### In Conclusion

The average person has greater social and educational opportunity in the United States than in most countries. Much of the personal liberty and the feeling of social equality which are general among the people of this country are outgrowths of the educational ideals that have been emphasized by leaders in our national life. In a substantial measure the ideals of early leaders have been translated into reality, with the result that a system of public and private education has grown up which now offers more extensive educational opportunity to the children and youth of this country than is enjoyed by the coming generation elsewhere. These ideals have been a constant stimulus to improve public education and to make it more extensively available.

In a similar way the ideal considered in this article, of educating everybody to the maximum of his capacity, may well constitute a stimulus for further important developments in the quality and availability of education for the common people. Ideals are usually most effective when their implications are most thor-

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## "We Also Serve"

Clark Kennedy\*

Some men set up multi-million-dollar foundations for the public welfare, some promote worth-while "causes," some work on civic committees for auditoriums, statues to pioneers, and public golf courses. I perform a public service, too—I help to build a better America through the education of its young people. I serve as a member of a board of education. Since this is volunteer service (only the treasurer receives remuneration), it is a true public service.

Our first school in Duluth, Minn., was held in 1856, just after the Indians gave up this area by treaty. Jerome Merritt (one of the "Seven Iron Men") was the teacher of 12 pupils of four pioneer families. School districts were set up in 1858, when Minnesota became a state; and the first elected board of education took office in 1870, when Duluth became a city. In 1891, by act of the state legislature, the present school boundaries were fixed and the board of education was reorganized into its present status. We have nine members, who are elected by the city voters and serve for three years, and a clerk, who is appointed by the board. Our executive officer is Alvin T. Stolen, superintendent of schools, who is an advisory member of the various committees of the board.

### Organization of Board

Our board of education is organized into three committees, each responsible for a particular phase of the work: administration and finance, schools, and maintenance of buildings and grounds.

Problems are about the same as in the days when sailing ships entered the harbor—except that, like the ships, they've grown and multiplied. In 1861, the school budget was \$113; the committee on administration and finance set up a 1952-53 budget of over \$5,000,000. In 1873, the board negotiated for fuel—wood at \$2.50 a cord; in 1953, for coal at approximately \$10 a ton. Besides the rise in costs, there are such items in the present budget as were never dreamed of in earlier days—telephone and telegraph, \$10,000; power and light, \$45,000. To help meet its financial problems, members of the board have become adept in the ways of state legislators.

The committee on schools now recommends the appointment of about 700

\*Duluth, Minn.



Clark Kennedy,  
president of the board of education,  
Duluth, Minnesota, is serving  
his sixth year as a school  
board member.

teachers. In 1873, eight teachers were employed. The princely annual salary of \$1,500 in 1883, for a superintendent of schools, drew such a large number of applicants that the clerk suggested "it might with a little stretch of the imagination be supposed to include all males in the business of teaching in the United States and the Dominion of Canada." The salary question has always been a big one for this committee. In 1870, the board allowed lady teachers \$5 a month to build the fires, but in the panic of 1873, they made a straight cut of \$5 in the \$40 a month salaries. Single-salary schedules were unheard of. By 1895, salaries were "\$104 a month for males and \$56.74 for females." Teachers could take it or leave it. The present-day committee, after negotiating with representatives, executive secretary, and attorney of the Duluth Teachers association, came up with a 1953-54 salary schedule that provides a minimum \$2,300 for a teacher with B.A. degree and a maximum of \$4,300 for an M.A., plus a cost-of-living adjustment—"the product of 12 dollars times the number of index points represented by the difference between 100 and the latest cost-of-living index available August 1 compiled by the Bureau of Labor Statistics of the United States Department of Labor for the West North-Central Area." In

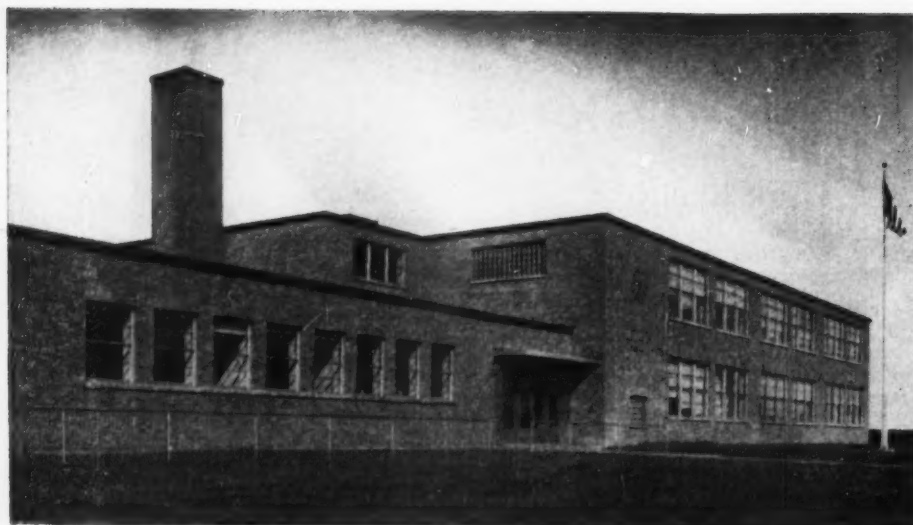
1880, the Duluth board employed 65 teachers, "four of them graduates of colleges"; now we employ no teachers without college degrees, except on a substitute basis.

### Providing School Facilities

Members of our building and grounds committee probably think early day board members were taking a rest cure. The first building for school use in northeastern Minnesota was erected in Duluth in 1857, a small, one-room, frame building. A former student says of the 1869 building, "low, rough, and unpainted, with a porch 10 feet high and a 6-foot ceiling, with its giant box-stove and wooden walls, it was then fit representative of the educational opportunities in Duluth." Board members had no need to study up on the merits of central heating, plumbing, electrical and ventilation systems; or on the demands for auditorium, gymnasium, library, work space, audio-visual rooms, or playground facilities. In contrast, by September of this year, we shall have completed over a five-year period, an elementary school building program including two new schools and modernization of or additions to eight other buildings. These schools are designed for modern methods of teaching with its activities program. The work was financed through a \$3,000,000 school bond issue, passed by the voters in every election precinct of the city in 1949.

A study of records shows that past boards of education were composed of men who were farseeing in educational matters. We may feel very modern with our safety programs, school boy police, and driver training classes; but old-timers were also safety-conscious. An early ruling of the board states, "no pupil shall anywhere around the school premises carry fire arms, sling shots, or other dangerous weapons or instruments." We are proud of our adult education program, with its enrollment of over 3,000; but we find in the 80's, 484 students attended evening classes operated five nights a week. Our free textbook system was inaugurated in 1880. Even our methods of teaching have roots in the past. In 1885, the superintendent declared in his annual report, "the ABC method, a relic of the past, has entirely disappeared from our schools, and the word and sentence method has come to stay. . . . The primary teacher now realizes that 'learning to do by doing' is at the foundation of the education of a child."





*The Piedmont School, high on a hill overlooking Lake Superior, is one of the newly completed buildings of the elementary school building program in Duluth.*

### Duties of the Board

Although we struggle with a few problems unknown to our predecessors, they solved a few of their own. For instance, before telephones were in use, there was the little means of informing schools to dismiss early in the face of a blizzard. The board solved this by having the two city fire departments give signals.

Among our newer responsibilities are those connected with "education for all" and "education for the whole child." With a heterogeneous school population in our high schools, instead of a few students whose interests were academic, we have developed a broader curriculum to meet their needs. In a city 27 miles long and 1½ miles wide, we provide free bus transportation for elementary school children living a mile or more from school. We organize a health department and special classes for handicapped children. We provide tape recorders, radios, and motion pictures as aids to learning. And now it's educational television.

Undoubtedly, former school boards were composed of representative men and women, a cross section of the city, as is today's board. We are: two physicians, Dr. P. G. Boman and Dr. E. Irvine Parsons; a baker and owner of bakery, Herbert C. Gustafson; a grocery store owner, E. Clifford Mork; a business man who sells blacktop materials for roads, Oliver A. Haskins; a judge, C. Luther Eckman; a retired principal, James F. Taylor; a teacher of private speech classes, Mrs. Waldemar Johnson; and a business manager of a labor newspaper, Clark Kennedy. Although our clerk and superintendent of schools do the research and preliminary planning, we still work together on a big job. We attend committee meetings, meet with other

organizations, such as the education committee of the Chamber of Commerce, go down to St. Paul to work with state legislators, and attend educational meetings and conventions. In our formal public meetings, once a month, we transact our business. In order that we may be conversant on problems and can conduct meetings efficiently, Mr. Stolen supplies us with mimeographed copies of recommendations from committees that we can study prior to each meeting. Copies are also distributed to the public who attend the meetings. As a rule, only about twenty public-minded citizens come to our board meetings, but if there is a controversial

question coming up, such as the closing of a school building, we have to adjourn to a school auditorium to accommodate the crowd.

### Monthly Dinner Meeting

In the past few years, Mr. Stolen has instituted a monthly informal dinner meeting, held in various school buildings. Although these meetings are not open to the public, we invite a reporter from the daily newspaper. We like to talk over things privately, but not secretly. Sometimes we discuss problems that will come up at the next general meeting, and sometimes Mr. Stolen brings as a guest a staff member to explain his work. This year, at different meetings, two teachers described the work of the reading clinic; the elementary school supervisor and a principal explained the new report cards and the educational philosophy behind them; and the medical director set forth the organization and work of his department.

Any public service cheerfully and con-



*The first school building in northeastern Minnesota was constructed in Duluth in 1857.*

scientiously performed brings a spiritual reward to the door. This year, we feel we have added commendation of the public. At a time that saw the public demanding a change in national and city elections, our three board members who were up for re-election were returned to their offices by a large majority of the voters. This action is noteworthy when one realizes that for the past three years we have been informing the public that we shall need another bond issue to finance the building of two new junior high schools.

Perhaps no civic body is more cognizant of the importance of its work than is the

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# "Carry-Over" Contracts

## WITH SUPERINTENDENTS

Stephen F. Roach, Ph.D.\*

Local boards of education are usually considered as requiring broad powers if they are to properly execute their educational responsibilities. By implication, they are thus viewed as possessing considerable authority in matters of procedural detail as it relates to their day-to-day operations.

However, investigation of recent court decisions shows that the judicial philosophy of the higher state courts apparently looks with favor only on those board activities for which some authority—either expressly stipulated or implied—can be found in the law.

Stated differently, the courts have usually held that while the absence of a specific legislative prescription may leave local boards free to exercise considerable discretion, in no event may local board policies or procedure contradict the school law, as it is embodied in legislative enactments and in the judicial interpretations of such enactments.

The foregoing suggests, therefore, that before board members vote on a contemplated board procedure or policy, they should insure that the proposed action is in full accord with the school law of their state. To achieve such assurance each board member needs to become familiar—to some degree, at least—with the state school code and with the decisions of the state courts as each relates to a contemplated (or existing) board policy or procedure.

Such prior acquaintance with the pertinent legal principles will permit school board actions to be based on consistency rather than on spur-of-the-moment expediency.

An illustration of the value of a prior awareness of pertinent legal principles occurred in a recent case decided in the Supreme Court of Mississippi on March 9, 1953. The case at issue involved a contract—for the services of a district superintendent—which was to expire on June 30, 1951, but which the school board "continued" until September 1, 1951.

### Facts of the Case

In this case,<sup>1</sup> the facts showed that by a written agreement, dated January 15, 1951, the five members of the board of trustees of the Coffeeville special consolidated school district, in Yalobusha County,

Miss., had agreed to "continue Q. T. Crowson's contract as Superintendent of the school until September 1, 1951." The agreement, which carried the signatures of Crowson and the five board members, also stated that "some dissatisfaction" existed with an earlier tentative agreement to "elect [Crowson] for another year." The tentative agreement had presumably been made at a previous board meeting on January 11, 1951.

Upon completion of his contract [as district superintendent] for the scholastic year 1950-51, Crowson allegedly continued to perform his duties for the months of July and August. As of June 30, 1952, he had received no payment for these services.

Claiming that the January 15 agreement constituted a valid contract with the Coffeeville board, he then brought suit to compel the county superintendent [Crawford] to take the necessary action to authorize salary warrants for these two months. The amount sought was the pro rata share based on his contract salary for the recently completed scholastic year of 1950-51.

The trial court ruled against Crowson. Against this ruling he appealed.

### The Issues

The principal question at issue might be stated thus: Was the board's written agreement a valid contract? If such was the case, then by the state school law the county superintendent could be required to authorize the requested payments.

Prior to settling this question however, the court would have to adjudicate another issue. This second issue, closely related to the first, involved the question: Was the manner in which the board selected Crowson for the July 1-August 31 term of employment in accordance with the state code?

### The Court Findings

After noting that the term of the contested employment related to the scholastic year 1951-52—rather than to 1950-51, which expired on June 30, 1951—the court went on to hold that Crowson's allegation, "that he had been elected at a meeting of the board duly and legally held," was "a mere conclusion" to which the court could not agree.

This was so, the opinion continued, because of two provisions in the state school code.

The first stipulated that trustees of special consolidated districts—such as was Coffeeville—were to be elected on the first Friday of April; the second, that "any election of teachers by trustees for the ensuing school term, before the annual election of trustees, shall be illegal."

Since the wording of the written agreement showed that Crowson's election had occurred at a board meeting in January—prior to the April date stipulated in the applicable statute—the court noted that this meeting was not one at which teachers could be elected for an *ensuing* school term. Inasmuch as the then current school term expired on June 30, employment for the months of July and August immediately following was *not a mere continuation* of the current term, but rather involved the ensuing term, which began on July 1. The court held, therefore, that the board's selection of Crowson in January, for a term of employment beginning the following July, was not according to law.

The opinion then continued: "... since the two months period of July and August, 1951, during which he was to render the services attempted to be contracted for, was a part of the next scholastic year, ... the trustees were without authority to make a legal contract for the next scholastic year, or any part thereof, until after the date fixed by law for the election of the trustees."

Having thus held that the manner in which the board had selected its superintendent was illegal, the court then concluded that the county superintendent could not be required to authorize the salary payments. This was so, the opinion stipulated, because the duty of the county superintendent, in so far as contracting with teachers was concerned, was limited to teachers who had been selected by the trustees "according to law."

### Significance of the Case

From the point of view of school board operations it would appear that this case carried the following legal implications:

1. The authority of a school board in matters of detail must be based on existing law as expressed or implied.

2. Written agreements between local boards and their superintendents, wherein the services of the latter are "continued," will not constitute valid contracts unless all the contractual procedures utilized are in strict conformity with existing law.

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<sup>1</sup>*Crowson v. Crawford*, County Supt. of Educ., cited as 63 So.2d 231 in the *National Reporter System*.

3. A board's exercise of its authority to elect a superintendent may not contradict existing statutes relating to the time at which such selection is to be made.

4. Incumbent board members are without authority to enter into a contract for a superintendent's services for an ensuing scholastic year, or any part thereof, until after the date fixed by law for the election of members of the ensuing board.

5. "Carry-over" contracts, which continue the term of employment of superintendents beyond the end of the scholastic

year stipulated in an existing contract, and into the ensuing school year, must be treated as new contracts.

6. The courts will not compel an official, such as the county superintendent of schools, to perform an action for which he possesses the necessary authority, unless such authority is itself exercised in strict conformity with applicable statutes.

Two other points are noted: First, though this case concerned the contract of a local superintendent, the decision was based on statutory provisions relating to teacher

contracts—which the court thus considered were equally applicable to superintendents. Second, the extent of the judicial review in this case was almost entirely limited to the *procedure* of the board action, with minimum attention to the actual merits of the case. Since this latter aspect is a frequently applied judicial principle, board members would do well to employ only those procedures which comply with the spirit of the law as far as possible, and with the letter of the law as precisely as possible.

## Why Not—

# SAVE MILLIONS OF DOLLARS Through State-Wide Self-Insurance

*Dr. Gaylord D. Morrison\* and Wilber E. Scoville\*\**

Why have not more states taken advantage of the sound and proved practice of state-wide self-insurance of public school buildings? At the present time the five states of Alabama, North Dakota, North Carolina, South Carolina, and Wisconsin operate self-insurance programs which include public school buildings. Other states could well take notice of these plans to see how sizeable amounts of the taxpayer's money are being saved.

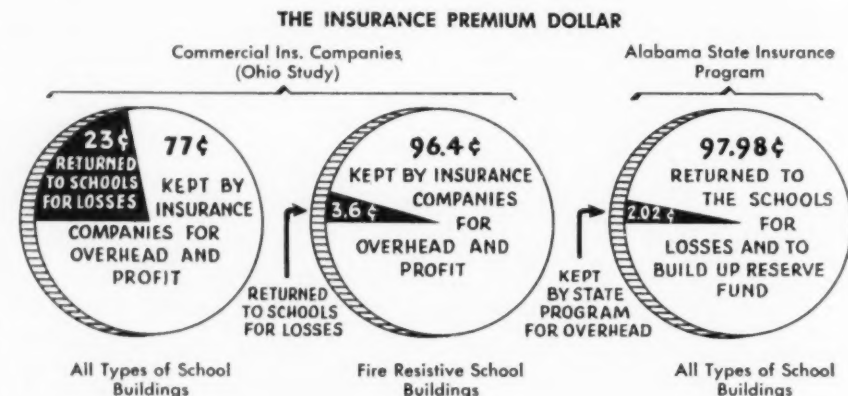
Insurance is a shared risk and the insurance companies, like other business organizations, are operated on a profit basis. The gross profit consists of the difference between the amount collected as premiums, together with interest from invested funds, and the amount paid out to policy holders for losses. The loss-cost ratio is this relationship of the amount paid for losses to the premiums. This ratio is often expressed as a percentage.

Scoville<sup>1</sup> shows that a study made by the Ohio Education Association indicated that over a 16-year period the loss-cost ratio of school building insurance in that state was 23 per cent. This left 77 per cent of the premiums, plus the interest on reserve funds, as the overhead and profit for the insurance companies. A similar study on a nationwide scale involving all types of buildings in 257 cities found a loss-cost ratio of 26.9 per cent. In these same cities, when the fire resistive building were considered separately, the loss-cost ratio was 3.6 per cent. One of two conditions seems quite evident. Insurance companies are making a handsome profit on school properties are paying for someone else's losses.

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<sup>1</sup>Scoville, Wilber E., "A Program of Fire Insurance for Colorado Schools" (unpublished master's thesis, Colorado State College of Education, Greeley, 1932).



Following is a review of the state self-insurance plans, now in operation, which include insurance of public school buildings:

**Alabama.** The State Insurance Fund of Alabama has been in operation since 1923. This Fund is used for the purpose of insuring all state-owned property against fire and windstorm losses. An initial contingent appropriation of \$100,000 was made by the Alabama State Legislature to protect the Fund against insolvency in its early years of operation. It has never been necessary for the Fund to draw upon this appropriation. As of September 30, 1949 the Alabama Fund insured 6615 public buildings of which 4586 were public school and college buildings.

Over the 26-year period (1923-49) the Alabama Fund has saved the taxpayers of the state over 4 million dollars. The administrative expense is paid out of the Fund and in the year 1949 this amounted to 2.02 per cent of the premiums. This figure should be compared with the 77 per cent mentioned above in the Ohio study, which was the opera-

tion cost and profit for the commercial insurance companies.

**North Dakota.** The Fire and Tornado Fund of North Dakota is under the direction of the state commissioner of insurance for the purpose of insuring properties of the state, its political subdivisions, municipalities, and school districts. The Fund was established by the legislature of 1919 with no appropriation for its maintenance or operation. The laws governing the Fund were changed in 1935 to include the providing of free insurance coverage on all insurable buildings if the subdivision had carried its insurance with the department for a period of five years, provided, however, that the reserve of the fund be over \$1,500,000. The law was amended in 1947 to increase the amount of the reserve to 4 million dollars before free insurance was allowable. Until the reserve reaches this amount all policies that have been in force for a period of over five years will be charged 25 per cent of the full bureau rate, while policies in force less than five years will



be charged 50 per cent of the full bureau rate.

Since 1935, when the law was amended to permit the purchase of teacher's registered warrants, the Fund has purchased a total of \$5,659,388.59 in such warrants. These have all been redeemed at an interest rate of four per cent, netting the fund \$158,209.70. This was a substantial saving to various school districts since the law governing issuance of such warrants provided for a seven per cent interest rate. This saving to school districts amounted to \$119,350.

**South Carolina.** The state of South Carolina has a variety of sinking funds. The insurance sinking fund has been in force since 1900. Except for the State House, which by law is uninsured, all state, county, and public school buildings, are insured against fire and windstorm damage. The premium rates are established to be between 65 and 80 per cent of the commercial rates and when the fund reaches five per cent of the total liabilities the premiums are reduced to maintain the fund at this level. Even with the above reduced premiums the loss-cost ratio over a 49 year period (1900-49) was only 30 per cent. This accounts for the accumulation of a reserve fund of over 5 million dollars.

**Wisconsin.** The State Insurance Fund of Wisconsin was created in 1903; the act was amended in 1911 and 1913 to include district, municipal, county, and library property as well as state property. When the fund was started premiums were 75 per cent of the stock company rates. The rates have since been reduced to 50 per cent. The assets of the fund as of December 31, 1949 amounted to \$6,701,687.65. The total amount of premiums paid into the fund through December 31, 1949 amounted to \$7,129,937.40. During this same period the losses paid by the fund amounted to \$2,375,663.34. This shows a loss-cost ratio of 32 per cent even when the reduced premium rates of 50 and 75 per cent are used.

**North Carolina.** A newcomer to self-insurance is North Carolina. Its fund which has been in operation only since 1949 provides for both fire protection and extended coverage. Insurance with the fund is limited to county and city school properties, and is optional with each local school district. In the first year of operation almost 47 per cent of the school units of the state insured with the fund for a total risk of almost 40 million dollars. The fund charges 68 per cent of the regular commercial rate. An initial loan by the state to the fund of 2 million dollars has made it unnecessary to make provision for reinsurance.

\* \* \*

It is apparent that the states which are operating their own insurance programs are saving millions of dollars of the taxpayer's money. There is no cost to the state since even the contingency appropriations are either not used or are refunded. The protection is as safe as that of any company as long as the reserve fund is kept at a sufficient percentage of the total insured values.

Why can a state program render a service at such a vast saving over that furnished by a stock company or even a mutual company? One reason is that the overhead is much less. Agents' commissions and advertising can be practically eliminated since the policy holder seeks the program rather and the "company" need not solicit business. Perhaps a greater reason for a saving is that school buildings and similar public buildings are a preferred risk as compared with industrial buildings and dwellings. This is especially true of the increasing number of one-story fire resistive school buildings. A study<sup>2</sup> of the insurance of 46 fire resistive school buildings located in seven different Colorado cities shows that over a 16-year period \$74,122 was paid out in premiums. During the same 16 years a total of \$42 was collected as damage to these 46 buildings. The loss-cost ratio on these figures is somewhere near .005, or so low that it reaches an absurdity. Perhaps it is not even worthy of being classified as insurance but rather as a \$74,000 donation to insurance companies.

Why, in the presence of this evidence, extending over more than half a century, do not all 48 states operate self-insurance plans of public property? The answer to this question is also evidenced in this writing by the large profits going to insurance companies. These profits support lobbies to thwart legislation providing for self-insurance programs. The situation was well described by one school superintendent, when approached about self-insurance, when he stated, "That's a wonderful idea but for me to suggest such a plan would be suicide—I have insurance men on my board."

The more prudent schools can be in the wise spending of funds for such needs as insurance the more money will be left for the more direct aids of class instruction. Who needs these millions the most—insurance companies or our boys and girls? Are we "paying too much for our whistle"?

### BOARD FORMULATES SCHOOL POLICY

The board of education of the Candor Central District, Candor, New York, which had been faced with a lack of formulated educational policy and procedure, took action in 1952 to review its policies and procedures over a 13-year period. A complete review of the minutes and supplementary files was made, and an inventory of policy was compiled and placed on 5 by 8 cards.

After the completion of the inventory, the board was ready to set about compiling its manual. A lay advisory group was named to assist in the task of formulating a policy and setting up objectives. The committee devoted its attention to such items as curriculum, buildings needed for the school program, and policies to be followed in permitting the use of the school as a community center.

Later, a joint committee of the board and the teaching and supervising staffs reviewed the personnel policies and salary schedule. Special schedules were set up for administrative person-

<sup>2</sup>As cited in Seville, *op. cit.*, p. 36.



Dr. Lee M. Thurston  
United States Commissioner of  
Education, Washington, D.C.

Dr. Thurston (58), appointed in June to succeed Dr. Earl J. McGrath, is a native of Michigan. He received his Bachelor's, Master's and Doctor's degrees from the University of Michigan. His first teaching position was in Manistee; from 1926 to 1931 he was Superintendent of Schools at Perry, and later Assistant Superintendent at Ann Arbor. He was Professor of Education at the University of Pittsburgh for six years and Deputy State Superintendent of Schools for Michigan from 1944 to 1948. Since 1948 he has been State Superintendent of Public Instruction of his native state.

nel, including custodians and mechanics. Rules and regulations were prepared governing pupils and teachers and duties of employees of the transportation department. Supt. John Wilcox who directed the work reports that it is anticipated that the work of the committees will result in the formulation of three types of manuals: (1) a manual to serve as a ready reference for the school board; (2) a second manual to serve the faculty; and (3) another manual to serve in the orientation of pupils.

### ORIENTATION OF BOARD MEMBERS

School board members of the suburb of Whitefish Bay, in Milwaukee, Wis., are elected at the annual election held in April. New members take office after the district meeting in July.

The board has followed the policy of permitting new board members to sit in on all board meetings following the election until they assume office. They are given copies of all reports, minutes, and other materials. Each member is presented with a copy of the booklet, "A Challenge of Board Membership" and a copy of the rules and regulations and the school directory. It is believed that the plan gives the new board member a background for his duties when he assumed office in July.

If you know your local schools, you know you can trust your local schools.—D. C. Freeman.



# The Superintendent's Role in Staff Work

Charles A. Briscoe and William S. Briscoe\*

Authors in the field of school administration have paid far too little attention to the concept of "completed staff work." This concept, well known in military service and in business, has to do with the definition of the steps which an assistant should pursue in accomplishing his assigned mission. Properly conceived, "completed staff work" means thorough consideration of a problem in all its details and aspects. It involves consultation with associates and assistants, individual study, written report, restudy, rewriting, and finally presentation of a solution which is co-ordinated and integrated with general objectives and policies. Superior staff reports will avoid long memoranda but instead will headline—write necessary data and recommendations so as to make the essential facts and conclusions quickly discernible.

## A Two-Way Relationship

Effective staff teamwork is dependent on recognition of the fact that "completed staff work" is a two-way relationship at every level. The superintendent, for example, receives broad instructions and authority from the board of education. He considers his mission, breaking it down into component areas for assignment to assistants. He may select certain aspects for special study and develop these as problems for assignment to his subordinates. Thus their missions become more specific than those of the superintendent and the authority assigned more limited. The process, however, is the same as between the board and the superintendent. Assistants to whom missions or problems have been assigned may follow a similar procedure with their subordinates. Thus a staff officer during the course of a day may assign work or problems to his assistants and in turn be delegated tasks by his superiors. This two-way relationship makes it important that the staff officer see both sides of the problem of staff work.

In developing effective staff work procedures, six basic steps are necessary. They are:

### 1. Know Your Problem.

How many times have you assigned a task to an assistant when you were not too sure of just what you were looking for?

\*Charles A. Briscoe is Business Manager of the Alameda Public Schools, Alameda, Calif. William S. Briscoe is Superintendent of Schools, Santa Monica, Calif., and Professor of Education at U.C.L.A.

If you do not know, how can your assistants be expected to define the problem? This does not mean that you may not ask an assistant to help define a problem, but, if you do, make it clear to him that such is the task at hand.

### 2. Assign Responsibility to One Person.

How often have you attended staff conferences or office meetings where the person in charge has discussed serious problems which concerned all phases of administration or all phases of a single department without assigning responsibility to anyone? Such meetings are often adjourned without anyone feeling responsible for doing the necessary research required for a sound and workable solution. Such meetings are generally fruitless. The fixing of individual responsibility by the administrator in charge is essential and primary to all staff work.

### 3. State the Problem Clearly and Precisely.

Once the problem has been defined and responsibility for solution fixed, it is important that the assistant responsible be briefed as to the "Why" of the problem. In such briefing, the administrator should relate the problem to the major objectives and policies of the organization and of the department. He should also suggest possible means of solving the problem, the specificity of which will depend upon the nature of the task to be accomplished. It is also advisable to delimit as much as possible the field of study, for there is often a tendency to go a little deeper and broader than may be necessary. Suggestions as to areas of study to avoid which may be fruitless or may already have been covered will conserve time, energy, and money.

## Share Experience

### 4. Give Your Assistant the Value of Your Knowledge and Experience.

As an administrator you have gained a wealth of knowledge and experience during your years of service. It is essential that your experience in the field be passed on to your assistant in order to save him the time and effort of pioneering in an area with which you are already familiar. Such sharing of experience will be appreciated by your assistant. It will enable him to develop his solution more effectively.

### 5. Set a Time Limit.

The assigning of a task without setting a deadline for its completion is like being

asked by an acquaintance to "drop by anytime when you are out for a drive." Its very indefiniteness connotes a feeling of insincerity and unimportance. It is extremely important, therefore, that time limits be placed on all staff work. On the other hand, it is just as important that an assistant be given sufficient time to make a proper analysis of the problem and arrive at a logical conclusion.

### 6. Make Yourself Available to Your Assistants.

This final step provides the flexibility that is necessary for a well-co-ordinated staff action. Even though you feel that you have expended a great deal of effort to explain the problem, define the limitations, and provide background experience, you may be sure that as the study progresses, additional questions will arise which only you can answer. Language at times is very difficult and confusing. What you said and what your assistant understood it to mean may be quite different. Being available for consultation does not mean that you should do your assistant's thinking. You should, however, make him feel that, if he requires assistance or guidance, he can depend upon you. The quality of the completed staff work you receive from your assistants is in direct relation to the guidance you give to obtain it.

## Responsibility for Decisions

The final test of completed staff work on the part of the assistant should be his willingness to implement the decision if he were the superintendent. Would he stake his professional reputation on its being the right decision? If the assistant is not willing to place himself in such a position, then the problem should be restudied since it is not yet completed staff work.

Staff work like loyalty is a two-way proposition.

## RELEASED-TIME PROGRAM

A growth in the number of children participating in the released-time religious instruction program has been revealed by the New York City board of education.

In a statement issued in June, 1953, the figures show 117,801 participating in the program. This compares with 115,986 in 1952, and 109,835 in June, 1951. The figures were drawn from a registration of 411,285 children in the grades three through eight.

# How Many School Secretaries Do We Need Here?

Rudolph S. Kupfer\*

This is the first of two articles dealing with the practices followed in 14 large (mostly unified) California school districts in assigning secretaries and clerks to the schools in 1951-1952. The present article deals primarily with the selection, positions, salaries, and other benefits. The second article will deal more specifically with the question of how school districts determine the number of clerks and secretaries to be assigned to a particular school.

## Selection

**Application:** Most clerks and secretaries in the larger school districts obtain employment by direct application. Los Angeles, San Francisco, and Santa Monica employ secretarial personnel through the Civil Service Commission, while Berkeley and San Diego use a "Merit System" which is similar to Civil Service in that it is administered apart from the school system. Where clerks are obtained through direct application, special qualifying examinations may or may not be given.

**Minimum requirements for secretarial and clerical positions** in the school districts participating in this study include a high school diploma or its equivalent, plus commercial courses taken either prior or subsequent to high school graduation. Experience requirements vary from none in the

lower-paid jobs to a specific number of years of paid experience for the top posts. Most of the larger districts furnish mimeographed job specification sheets for the various secretarial and clerical positions.

## Positions Available and Working Conditions

**Types of positions:** In the elementary schools, the number of different clerical positions in a single school varies from one, a "secretary," to four differently titled positions, such as two types of secretaries and two types of clerks. Where there is more than one person in the office, the secretaries assume the more skillful duties, including dictation, transcription, and office supervision, while the clerks do the simpler and routine clerical tasks including operation of the switchboard, reception of visitors, and maintenance of attendance records.

In junior high schools between two and four different positions are found. In the senior high schools this number ranges from three to seven. It may be significant to note that the two largest city districts, Los Angeles and San Francisco, which obtain clerical and secretarial workers through civil service channels, have only three types of positions and three pay scales in their senior high schools, while the smaller districts have the larger num-

ber of differently titled and varyingly paid positions. An example of the former would be:

1. General clerk stenographer
2. General clerk typist
3. Bookkeeper

An example of the latter might be:

1. Senior secretary clerk
2. Junior secretary clerk
3. Registration clerk
4. Intermediate clerk
5. Senior attendance clerk
6. Junior attendance clerk
7. Senior library clerk

## Salary Ranges and Schedules

In the elementary schools, beginning *secretarial* salaries ranged from \$175 to \$231 a month and reached in some instances as high as \$285 after three to six automatic yearly increases. *Clerical* salaries ranged from \$175 a month during the first year of service to \$243 when the maximum level was reached after three to five years. Automatic increases were given yearly until the maximum is reached, and varied from \$6 to \$40 a month per year, with approximately \$10 a month being the most common provision.

In the junior high schools, beginning *secretarial* salaries ranged from \$210 to \$264 a month and may reach as high as \$313 after three to eight automatic annual increases. The lowest-paid full-time

## EXAMPLES OF VARIOUS TYPES OF CLERICAL SALARY SCHEDULES

		Elementary Schools	
District	Position		Salary Schedule
A	Principal's Secretary	\$175-190-205-220	
B	Intermediate Secretary	\$	231-243-255-267-279
	Junior Secretary		207-219-231-243-255
	Secretary Clerk		196-207-219-231-243
	Junior Clerk		185-196-207-219-231
C	Secretary II	\$	189-195-201-207-213-219-225
	Secretary I		183-189-195-201-207-213-219
		Junior High Schools	
D	Junior High Secretary	\$210-215-220-225-230-235-240-245-250	
	Junior High Clerk	210-215-220-225-230-235-240-245-250	
E	Senior Secretary-Clerk	\$	264-276-288-300-313
	Intermediate Clerk (Attendance)		210-220-231-242-253
	Intermediate Library Clerk		200-210-220-231-242
	Junior Secretary Clerk		200-210-220-231-242
F	Secretary Clerk	\$220-235-255-275-295	
	Attendance Clerk	200-215-230-245-265	
	Junior Steno Clerk; Receptionist	190-205-220-235-255	
	Textbook Clerk; PBX Operator	180-195-210-225-240	
		Senior High Schools	
G	High School Principal's Secretary —		
	Junior Secretary	\$207-219-231-243-255	
	or Intermediate Secretary	231-243-255-267-279	
	or Secretary	243-255-267-279-291	
	or Senior Secretary	255-267-279-291-303	

		Salary Schedule	
District	Position		
H	Senior Attendance Secretary	\$	231-243-255-267-279
	Textbook Clerk (Intermediate Clerk)		196-207-219-231-243
	High School Treasurer —		
	Junior Financial Clerk		207-219-231-243-255
	or Financial Clerk		231-243-255-267-279
	Additional secretarial and clerical service depending on size and need	\$185 up (various rates)	
I	Senior Secretary	\$	256-271-287-302-320-338
	Junior Secretary		216-229-243-256-271-287
	Stenographer-Clerk		205-216-229-243-256-271
	Senior Attendance Clerk		216-229-243-256-271-287
	Library Assistant		205-216-229-243-256-271
J	Secretary	\$	246-259-273-288-303
	Senior Clerk		211-221-233-246-259
	Junior Clerk		181-190-200-211-221
K	Registrar	\$	225-230-235-240-245-250-255-260-265-270
	Administrative Sec.		225-230-235-240-245-250-255-260-265-270
	Attendance Clerk		210-215-220-225-230-235-240-245-250
	Financial Clerk		210-215-220-225-230-235-240-245-250
	Secretary and Clerk		210-215-220-225-230-235-240-245-250
		Elementary and Secondary Schools (Single Salary Schedule)	
L	General Clerk Stenographer	\$225-265-275-285	
	General Clerk Typist	225-265-275-285	
	Bookkeeper	265-295-310-325	
	(for secondary schools only)		



clerical position started at \$180 per month. In the senior high schools beginning *secretarial* salaries varied from \$207 to \$264 a month; the maximum salary was reached after four to nine automatic yearly increases and ran as high as \$338. The lowest-paid full-time clerical position started at \$168 a month.

In both the junior and the senior high schools, salary increases ranging from \$5 to \$40 a month were granted automatically at the end of a specified number of years; \$12 to \$15 monthly increases were most typical. Increments were equal from year to year in some cases and varied in others. A unique situation was found in one of the largest cities which has a single salary schedule for all stenographic and clerical positions in elementary and secondary schools, with increases of \$40 a month after the first year, followed by two \$10 increments in subsequent years. While the maximum salary was not reached in one instance until the beginning of the tenth year of service, in a majority of cases there were only four steps, with the maximum salary being paid during the fifth year.

The question of allowing overtime is often a difficult one in private business. The situation is not very different in the schools. Some school districts answered "Yes" without qualification; others replied in the negative. In the majority of instances, however, overtime was allowed in unusual cases and in emergencies. Prior approval was usually required, mostly from the business office, but sometimes an "O.K." from the principal was all that was needed. Some of the school districts paid for overtime at the rate of 150 per cent of regular pay while others specified that the compensation consisted of "time off" at a later period.

#### Working Conditions and Special Benefits

Almost unanimously the school districts reported that rest periods in the morning and the afternoon, ten minutes each, were allowed, either officially or unofficially.

All school districts included in this study have some sick-leave provision. One half of the districts allow 10 days per year for full-time, 12 month employees; this provision is cumulative to 30, 40, or 60 days, 40 days being most common. A few of the districts allow 12 to 15 days per year. In one instance the cumulative feature allows accumulation up to 40 days during the first 10 years and accumulation up to 120 days thereafter. In another case, "½ pay for 30 working days per year, cumulative to 150 days" was allowed, and a third unusual case permitted "one day sick leave per month, cumulative to 40 days plus half salary up to a total of 100 days."

All districts reported that they have some vacation with pay policy for full-time clerical personnel. Ten, twelve, or fifteen

working days per year starting after either six months or a year of service are allowed; ten days per year is the most common provision. Part-time and 10-month employees may or may not get vacations with pay, depending on the school district they serve. Where they do receive a vacation, it is always less than that of full-time employees. After four, five, ten, or fifteen years some districts which allow 10 or 12 working day vacations raise the paid vacation period to 15 days per year.

All school districts reported that their clerical employees were included either in the city's retirement plan or the State Employees' Retirement system.

Only very few of the systems had formal orientation programs for new secretarial or clerical employees. Some attempts were made at informal "in-service" training sessions during the year, central office training under experienced and qualified personnel prior to assignment at a school unit, and summer classes.

#### Summary

We have examined methods of selection, rates of compensation, and the working

conditions of school clerks and secretaries and must conclude that there is sufficient variation that these factors are likely to affect the number of such employees needed in a particular school. Much similarity was found in the basis of selection of personnel; some districts, however, require competitive examinations while others do not. All districts have some sick leave, vacation-with-pay for full-time personnel, and retirement provision, but these benefits are slightly more generous in some districts than in others. Few districts have orientation or in-service training programs.

Salaries paid, however, vary greatly in the districts studied. A beginning secretary in District X may earn as much as \$56 a month more than a beginning secretary in District Y. This is true for all levels, the elementary, junior high and senior high school. In addition to this fact, senior high school secretaries earn an average of \$30 a month more than elementary secretaries on the first day of their employment; this spread increases to \$50 a month at the maximum level. Clerical salaries are considerably more uniform than secretarial salaries.

## Providing for the Fast Learner *Chester W. Curtis\**

Prior to the mid-nineteenth century, the United States had a dual education system. Higher education was designated as the privilege of the upper classes. The children who attended school after the primary grades were, for the most part, real scholars. Educational leaders practiced the philosophy that anything difficult was worthy of instruction and study; and little attention was given to the needs or desires of the children. Teaching was done by the "shot gun" method, with the middle area of students as the target. This method scored well with certain individuals in the group. There were, however, even among this select number, some—later considered geniuses—who dropped at the wayside.

As the democracy grew in size, educational leaders began to realize that the future of the democratic way of life was dependent upon the education of all people, without regard to economic or social backgrounds. With a changing philosophy, the schools met new difficulties. They now received children with much wider ranges of talents and interests. Teachers realized that more time and attention had to be given the slower learner, in order to have him acquire enough knowledge or skill to meet the requirements set up for the group. Remedial work and other approaches to the problem of the divergent student were attempted. Grouping was tried as a possible solution to the problem. Children were classed according to native intelligence, and remained isolated from the rest of the

children in the same age group, who did not fall into that particular ability unit. However, even with the grouping attempts, there remained frustrated, bitter boys and girls; for the goals set before them were the goals of the group as such. Equality of educational opportunity does not mean identical opportunities, but that each individual child should be afforded those educational opportunities which are best for him, according to his needs, interests, and abilities. The aims, objectives, or goals to be reached are determined according to the individual needs of each child, rather than in a group or class category. With this approach, a child is respected as an individual with all of his inherent rights, privileges, and obligations.

#### Enrichment Needed

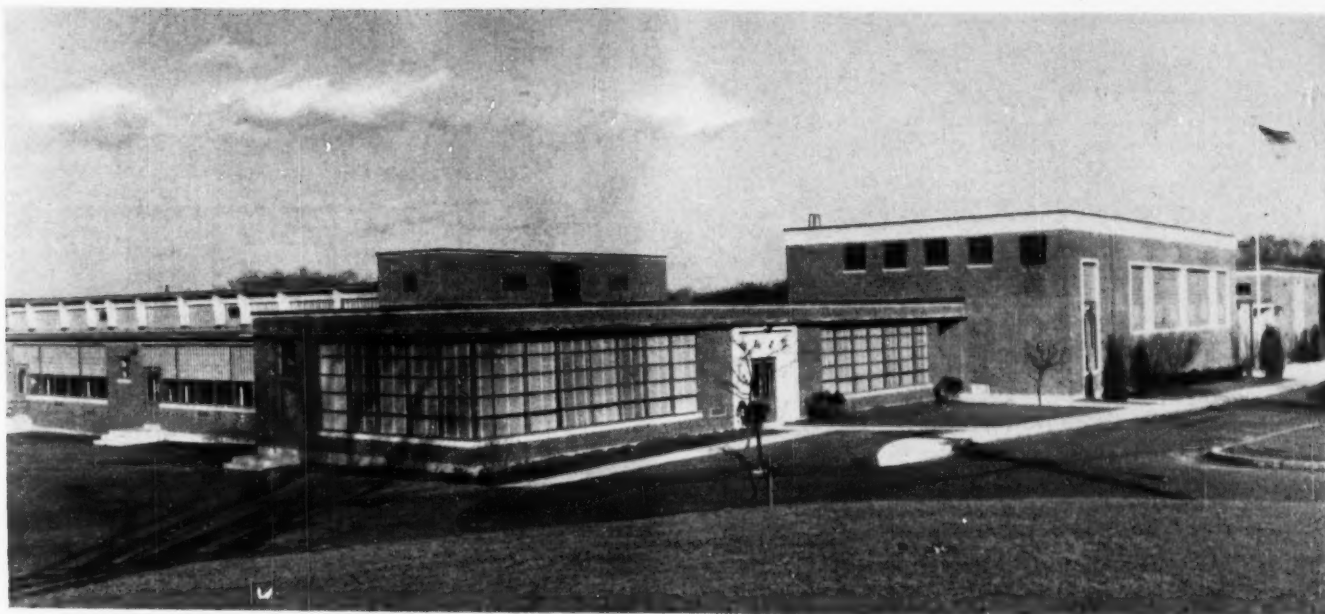
This philosophy finds teachers unprepared for the fast learner. In the past, they taught for the average. Then they found that remedial work had to be done with the slow learner in order to have him "get by." Now something must be added for the fast learner, who is neglected. This is quite a challenge when we realize that it is from this group that the majority of our future leaders will come.

What is being done or what can be done to meet the challenge of providing educational opportunities for the fast learner? In the high school, due to departmentalization and a subject-matter rather than a child-centered philosophy, we handle individual differences by selection of subjects and by

(Concluded on page 60)

\*Supervising Principal, Hammond Central School, Hammond, N. Y.





*Donald E. Ross School, Braintree, Mass. — Adden, Parker, Clinch & Crimp, Architects, Boston, Mass.*

Built in Three Units —

## THE DONALD E. ROSS SCHOOL BRAINTREE, MASSACHUSETTS

*R. Stanley McConnell\* and Ralph W. Proctor\*\**

The Braintree School Survey Committee, which has acted as the building committee for the Donald E. Ross School, recently completed Braintree's newest addition to its school system.

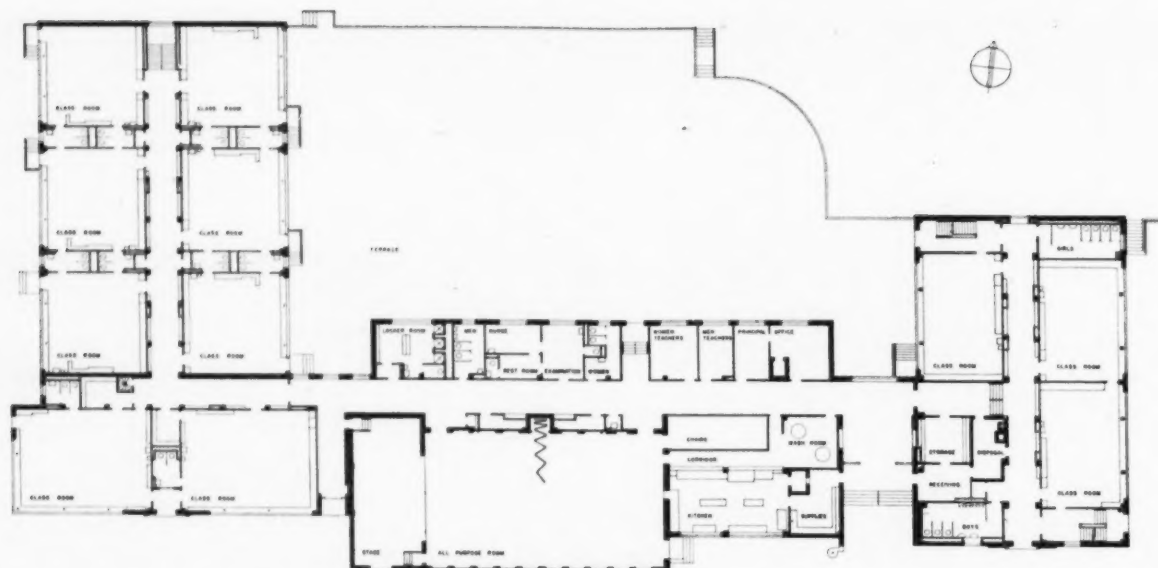
In the Committee's report to the town meeting it was said in part, "The attempt has been to provide a designed building which would be both functionally and economically efficient and safe." The result of this effort is apparent. Where similar items of comparable quality were offered, the Committee's decision was for the lower price unless it could be proved that the higher priced item was premanently more satisfactory or economical. As a consequence, some items which at first glance appear to be "luxuries" are in reality instances of economy. The fireproof construction makes a place of safety for the children and occasions the lowest insurance rate to the town. The dado walls in the corridors, being of structural tile, reduce cleaning, painting, and repairing to a minimum. Floors of asphalt tile are low in cost and easily kept in condition.

The Committee found that each classroom fitted with fluorescent rather than incandescent lighting caused such a drop in operation and current cost that the entire extra cost would be saved in four years and that over a ten year

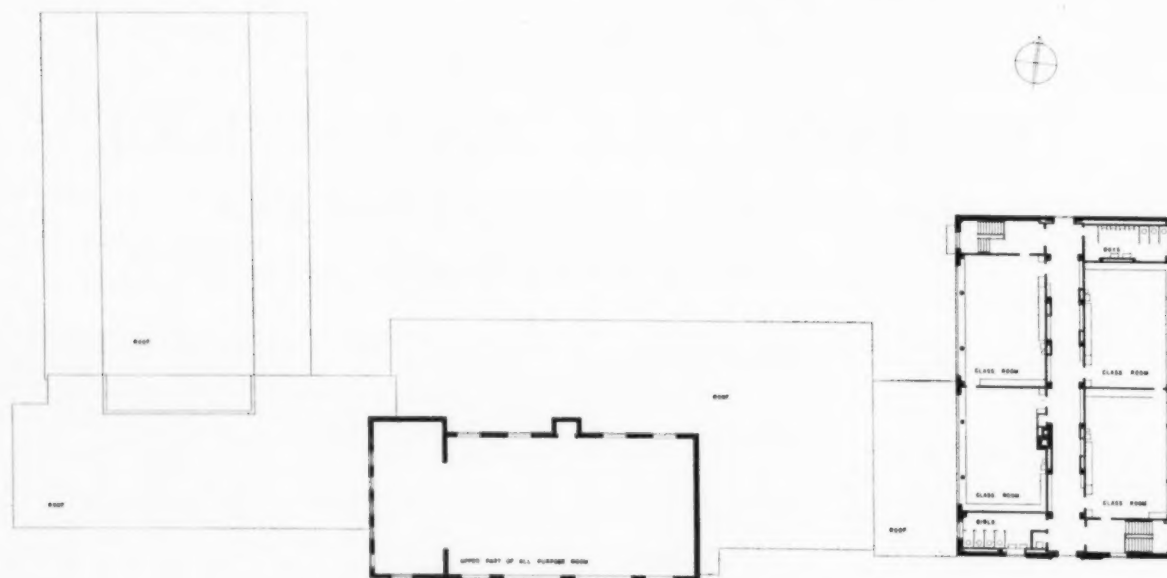


*The kindergarten occupies a corner room with full window lighting.*

\*Chairman of the Building Committee, Braintree.  
\*\*Superintendent of Schools, Braintree.



*First Floor Plan, Donald E. Ross School, Braintree, Mass. — Adden, Parker, Clinch & Crimp, Architects, Boston, Mass.*



*Second Floor Plan, Donald E. Ross School, Braintree, Mass.*

period the saving by using fluorescent would be something over \$4,000.

The electric clocks are of single motor construction. Dual motor clocks with hourly corrective features were considered, but at an extra cost of nearly \$800, such a convenience was considered to be an unnecessary expense.

While the original plans called for complete landscaping of the property, this has been changed to eliminate all planting other than grass on all areas except the front of the building, where some shrubbery was agreed necessary to give the building a proper setting. On the other hand, no thought was given originally to play space for the children on stormy days. The basement was scheduled as an unfinished storage room for no practical

use, so an additional sum was authorized to convert it to a play room which will be much used.

Expenditures have been kept within the budget even with sudden rises in costs during the past year, and a modest unexpended balance will be turned back to the town after all present commitments are cleared.

The building was designed for a total capacity of 450 pupils, and it was estimated that about 420 would be its opening enrollment. The present total, however, is 445 and the library in the East Wing must be converted into a classroom this year.

Of the total expenditures, the state of Massachusetts has paid 36 per cent or approximately \$248,000.

## ANALYSIS OF COST AND EXPENDITURES

<i>Exclusive of Site</i>	
Civil Engineering	\$ 89.75
Building — General Contract	597,670.25
Utilities	965.18
Site Improvement	5,183.35
Fire Insurance	1,628.27
Clerk of the Works	4,012.61
Borings and Testing	436.29
Advertising	146.00
Architect and Bidding Expense	41,649.67
Equipment	37,860.09
Contingencies	10,358.54
<i>Appropriation</i>	<i>\$700,000.00</i>
<i>Expenditures</i>	<i>689,641.46</i>
<i>Unexpended Balance</i>	<i>\$ 10,358.54</i>

## Construction Features

**Wall Display Cases** are at the entrance and in the main corridor. The right hand case at the entrance is the permanent Donald E. Ross Memorial exhibit.

**Floors.** Asphalt tile is used on all room and corridor floors. These low cost floors give excellent service and are reasonably easy to keep in shape. Rubber tile is used on the kindergarten floor. It is higher in cost but better for little tots to sit and play on. The tile on the kitchen floor is greaseproof asphalt tile for sanitary reasons.

**Coat Racks Throughout the Corridors** provide a place for children to sit down while putting on or taking off overshoes, etc. The shelf is for hats, lunch kits, etc.

**Natural Lighting in West Wing** (Grades 1, 2, 3). This monitor construction allows approximately the same amount of light at the front as at the back of the room without using artificial light. There is practically no difference in cost over standard construction, but the building can only be one story high.

**Toilets Between Rooms in West Wing.** No more toilets have been built than would be necessary if used in large battery toilet rooms. The teacher has better control and supervision. No children are wandering in the corridors.

**Color Schemes.** Classrooms are in four combinations of pastel colors to give high light reflection and yet to be easy on the eyes. Glass block also gives a better distribution of light without glare.

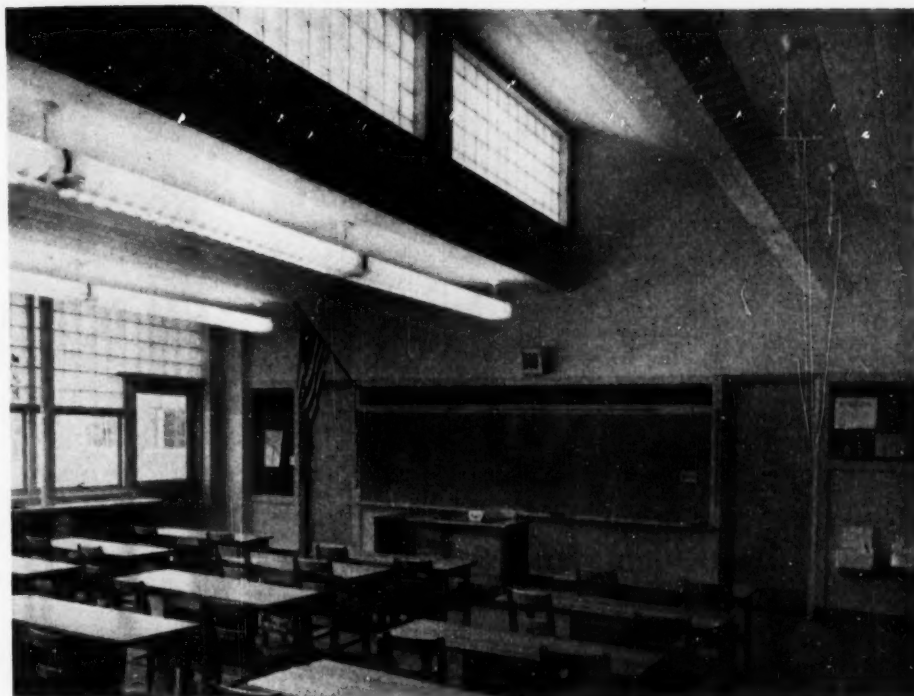
**Play Areas.** Surrounding the building there are three main play areas of blacktop and one large grass area in the rear of the lot. Each classroom in the west wing has its own exit door to its play area. This gives greater flexibility with less confusion. Each teacher manages her own charges. The grass area in back of the school is for games which require large areas, such as baseball, volleyball, etc.

**Nurse's Quarters.** Adequate room and facilities have been provided so that the dentist or examining doctor may have space to work and a sick child may be properly cared for.

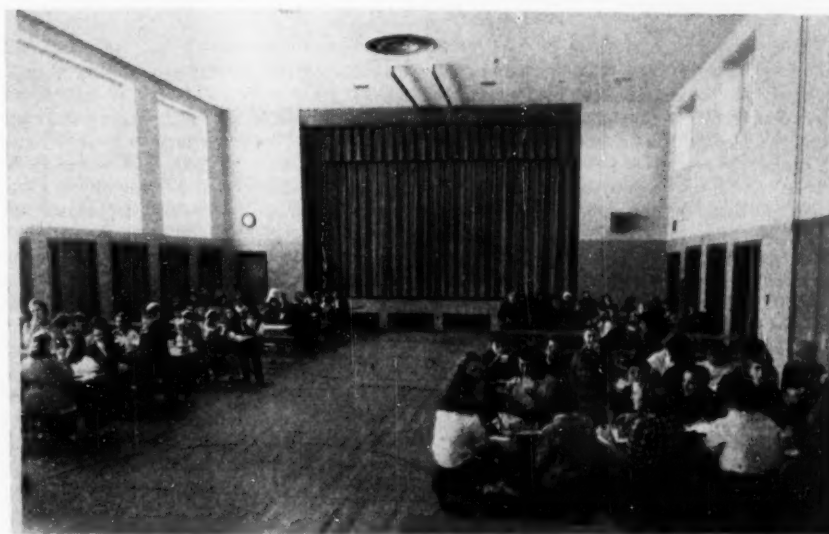
**Washroom** (at entrance to cafeteria). A circular wash fountain allows an entire class to wash at one time. The teacher brings her class here and sees that all pupils wash their hands before proceeding to the cafeteria or the all-purpose room to eat. We believe this to be one of the first schools in the East with this system, which is simple, yet effective and good pupil training.

**Kitchen.** This will seem to some to be a little on the luxury side. After looking over the makeshift appliances and conditions in use in other schools, it was felt prudent to expend a reasonable amount to assure adequate facilities for proper food preparation and control. As a result, this will be the only elementary school in Braintree to serve a Class A federal lunch—a complete hot meal for 20 cents.

**All-Purpose Room.** This is the one room which ties together the whole school. It is to be used as a lunchroom, gymnasium, auditorium, and physical education classrooms, by dividing with folding doors. It is expected that this room will be used by the community for such activities as basketball, P.T.A., community gatherings, etc. The wood floor is known as a floating floor. It is not attached to the walls of the room but left free to expand or contract without buckling. Through a pneumatic con-



The inner row of desks in the classrooms are lighted by clerestory windows.



The All-Purpose Room serves for auditorium, physical-education classes, dining room, and indoor play.

trol, this room may be heated without sending heat to any other part of the building. A similar control, located in the main office, will send heat to the administrative rooms separately.

**Large Playroom** (in basement). This will eventually connect the present building with the future addition when built. At present it is ideal for the east wing children as a place to let off steam on rainy or snowy days.

**Boiler Room.** Here are all the heat and engineering controls. The Unitventilators for the entire school can be controlled from here.

The battery room is at the left rear. These batteries operate the emergency lighting as required by state law.

### Architects

Adden, Parker, Clinch and Crimp, Boston, Mass.

### Educational Consultant

Ralph W. Proctor, Braintree, Mass.  
Ex Officio

### General Contractor

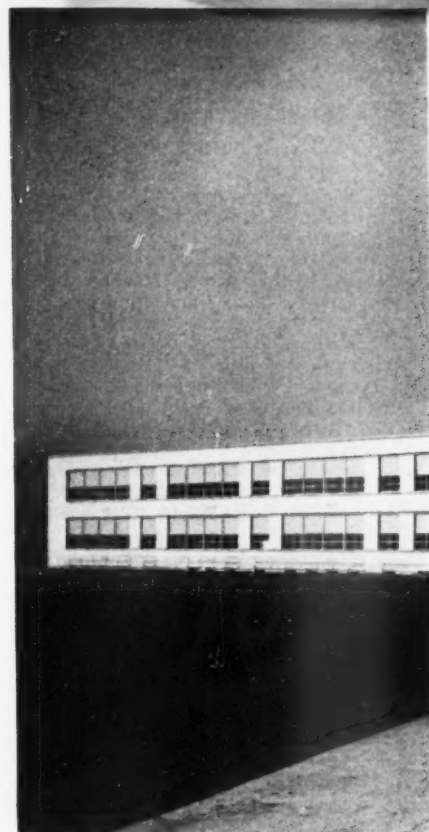
S. Volpe & Co., Inc., Boston, Mass.



# DeKalb's Junior High School

With Special Provision for  
Core Teaching

S. B. SULLIVAN and R. L. KELLEY\*



Main Front, DeKalb,

DeKalb teachers believe that learning to live effectively in our democracy is one of the chief functions of the modern American public school. They also believe that democratic living cannot be learned unless it is practiced, and that it cannot be practiced in an authoritarian or regimented classroom. They believe that it can be learned best in a situation which provides ample opportunity for children to work together democratically in small groups in the solution of problems of mutual interest. They believe that this opportunity is especially important in early adolescent years. These beliefs account in a very large measure for the functional design of the DeKalb Junior High School—these beliefs, plus a farsighted and visionary board of education, a firm of architects that was willing to depart from the traditional, and a consultant committee from the Northern Illinois State Teachers College that was anxious to bring to DeKalb the best educational thinking in a modern school plant.

When it became evident that DeKalb had to have new schoolhouses to relieve the bulging enrollments, the first question was: "What kind of facilities do we need?" A careful survey showed that all of the school buildings would soon be greatly overcrowded, and that in one area the enrollments would increase much more rapidly than in the other areas. The board of education, therefore, decided

upon a junior high school to take the pressure off all the schools, including the high school, and an additional K-6 unit in the area where the enrollment was destined to increase most. This decision having been made, the second question was: "What kind of a building should the Junior High School be?" Of course, this second question could not be answered until we first decided what kind of a program we wanted to conduct in a new junior high school, and getting an answer to this question required a bit of doing.

A committee composed of all of the elementary school principals, all of the seventh- and eighth-grade teachers, a number of the ninth-grade teachers, at least one consultant from each of the departments at the College, and the curriculum co-ordinator and the superintendent started weekly meetings to

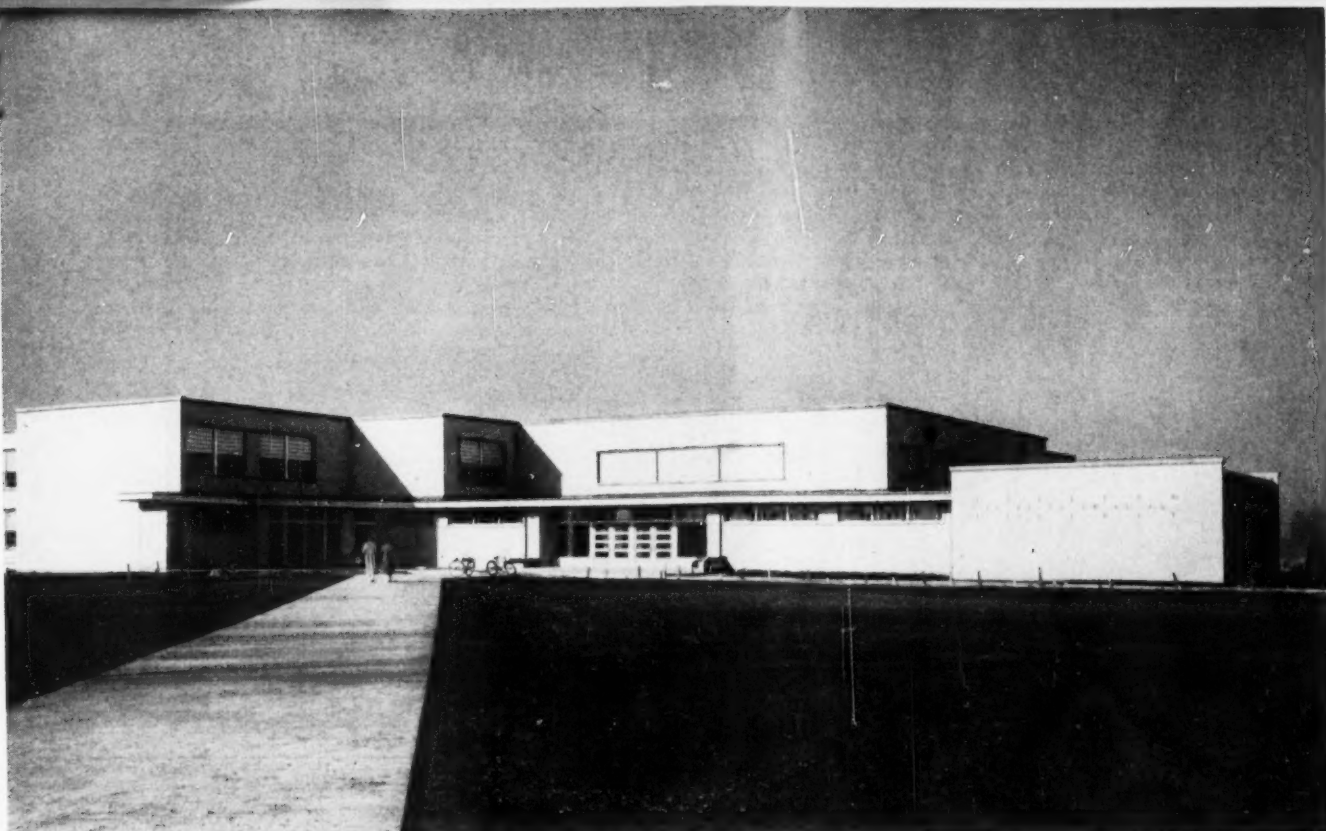
determine the type of program to be conducted in the new Junior High School. After several months of weekly meetings, it was finally agreed to set up a program in which the basic learnings in language arts, social studies, mathematics, and science would be taught in one long block of time, either by one teacher or by a team of teachers working together, and occupying about four sevenths of the pupils' class day; with the remaining three sevenths of the class day to be devoted to the unified arts and physical education. The thinking back of this decision is another story, but the decision having been made, we were then ready for the question: "What kind of a building will best provide for such a program?"

There was a strong feeling on the part of the staff that it would be difficult to find



The Shop Wing is one story high.

\*Mr. Sullivan is Superintendent of Schools at DeKalb, Ill. Mr. Kelley is a member of the architectural firm of F. E. Berger, R. L. Kelley, & T. E. Samuelson, Associated Architects, Champaign, Ill.



*Junior High School. — Berger, Kelley & Samuelson, Architects and Engineers, Champaign, Ill.*

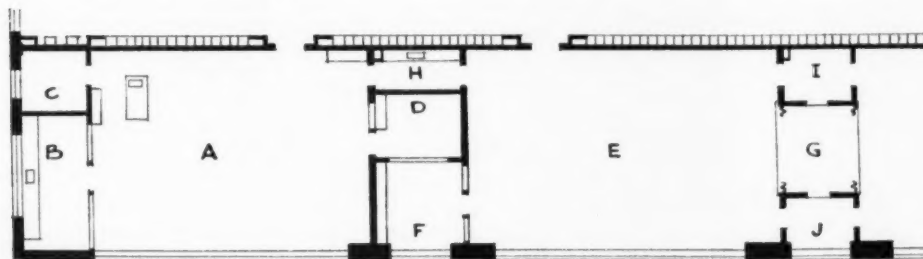
teachers competent in the basic learnings in all four of the areas mentioned above, and that adequate physical facilities should be provided for teaching all four areas, and available to each group. Since it did not seem feasible to provide such facilities in every classroom, the staff decided upon the plan of combining the facilities for two groups in two adjacent classrooms with freedom of passage between the two. In this way the two teachers in adjacent rooms could either exchange rooms, keeping their own groups, or exchange groups. The plan presented by the Superintendents' Study Club of the Chicago area in its 1948 publication was accepted by our planning group as being highly satisfactory and was used almost exactly as presented there. In this plan referred to by the Superintendents' Study Club as a "Core Suite," one of the two rooms is equipped for language arts and social studies with a small library-con-

ference room and a stage for role-playing activities, while the other room is equipped for mathematics and science with a conference room and a workroom. The rooms are connected by a passageway equipped with cabinets and sink. Our plan differs from the Study Club plan in two respects: first, the dimensions are not quite the same; second, the language arts-social studies rooms of two different suites are placed adjacent to each other with a stage which opens from both sides lying between the two, thereby making one stage serve four different groups. This, of course, was done for the sake of economy. The total length of one "Core Suite" is 96 feet, and there are four such suites built into our school, the two on the second floor lying directly above the two on the first floor. All rooms are 24 feet wide. See plan below.

The planning group felt that the ninth-grade program should differ from the pro-

gram in the seventh and eighth grades in that science and mathematics should be taken out of the basic learnings group and offered as separate units, leaving only language arts and social studies in the basic learnings, or core program, in the ninth grade. For this reason, a separate and much better equipped science laboratory has been provided for ninth-grade science, and three classrooms without the conference room facilities have been provided for mathematics and other out-of-core subjects. These rooms occupy the space on the second floor immediately above the fine-arts and home-arts rooms on the first floor.

While the provision for the basic learnings described above is probably the unique part of our plan, it is by no means the most complete. We have tried to provide equally well for all other phases of our program. The unified arts are served by a fine-arts room, 85 feet long; a home-arts suite, consisting of a foods room, a clothing room, a living room, and a grooming room; and a six unit industrial-arts wing, providing for exploratory training in six different areas. The music wing, consisting of the main practice room plus four small studios, an instructor's office, a library room, and an instrument room, has been located across the gymnasium lobby from the classroom units in order that the sound from practicing instruments will not disturb classroom activity. Physical education facilities consist of a gymnasium with a playing floor 90 by 70 ft., a supplementary activities room, and a 12-acre play field. The administrative wing consists of the principal's



**Typical Academic Classroom Arrangement.**

a — mathematics-science classroom; b — science workroom; c — science equipment storeroom; d — conference room; e — language arts-social studies classroom; f — library-conference room; g — stage; h — passageway.

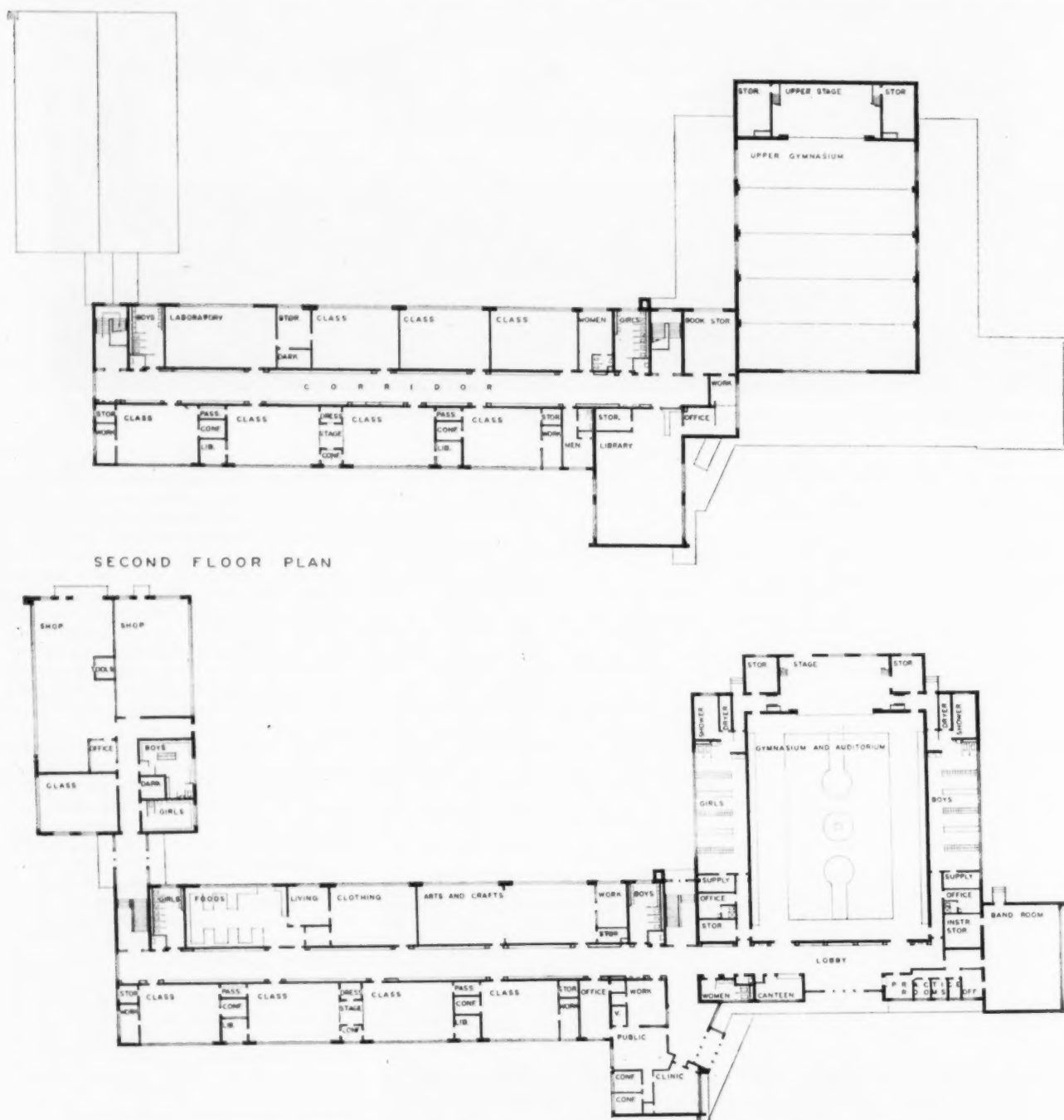
office, the student office, two counseling rooms, the health services room, and a workroom which also houses the control unit of an intercommunication system that reaches every part of the building, and the control unit for a television system with outlets in the social room, the library, and the gymnasium-auditorium.

The basement provides for two large storage rooms, 58 ft. long and 45 ft. long re-

spectively, which are intended to warehouse the supplies for the entire school system, a cafeteria with a capacity of 300 at a sitting, a social room or community room, immediately off the cafeteria, for community meetings and other student activities, and an activities room to supplement the gymnasium.

The building is built to house from 600 to 660 junior high pupils, and is built on a ratio of four class stations for the basic learnings

to three stations for the unified arts and physical education. In submitting the plan for final board-of-education approval, the board asked for assurance that the building as planned could be used for the more traditional type of program should it seem advisable at a later date to change from the basic learnings, or core groupings, to the traditional program. When it was pointed out that the facilities provided would be desirable for any



*Main Floor Plan, DeKalb Junior High School, DeKalb, Ill. — Berger, Kelley & Samuelson, Architects & Engineers, Champaign, Ill.*





*Classes may join in large-group activities when the partitions are drawn back.*

type of program, the board of education put their full endorsement on the program.

The architects were advised to proceed with the final working drawings and construction details. While the functional programing of the building was left almost entirely to the professional educators, the board of education, with the architects' advice, assumed full responsibility for the type of materials and construction to go into the building.

The guiding principle of the board of education was long life and low maintenance cost; the architects, together with the superintendent, prepared comparisons of materials and equipment, and selections were made based on the following considerations as well: suitability, adaptability, and initial cost.

It was decided to make the building as fire resistive as possible. Therefore steel, concrete, brick, stone, and masonry materials were used for basic construction.

The exterior is of light colored face brick with small accents of simple stone, while the interior walls are completely plastered with the exception of the gymnasium, band rooms, and shops where lightweight blocks are the finished wall surface, which make for additional acoustical value.

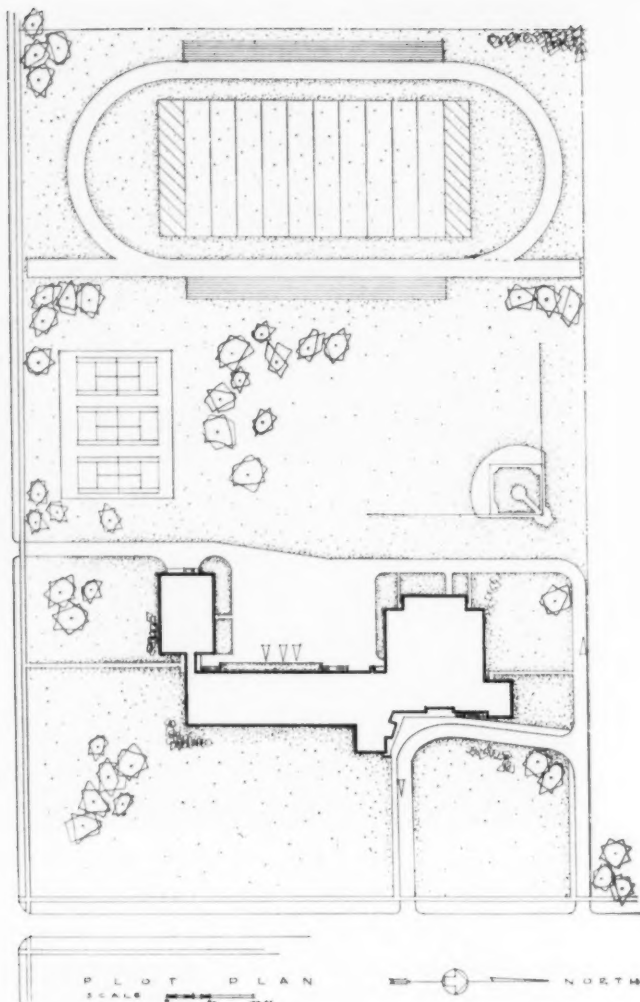
An interesting item is the fact that the same millwork manufacturer furnished the labora-



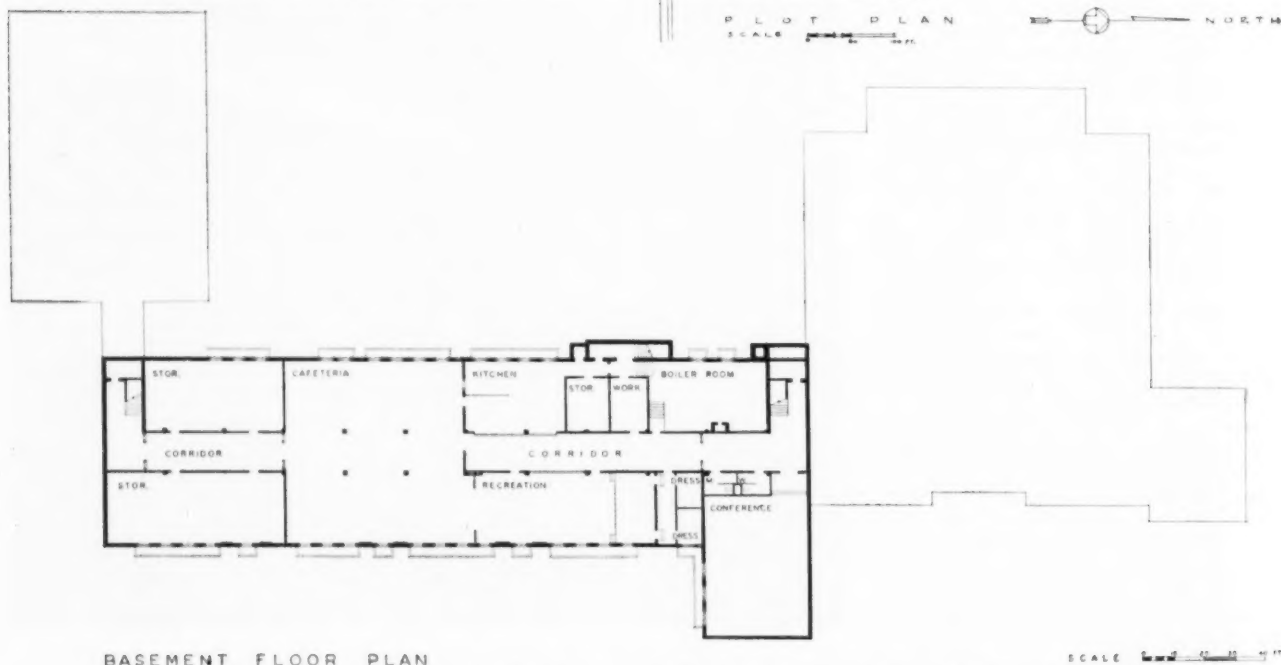
*The elevated platform between classrooms is used for demonstrations, discussions, and other academic activities.*



*Cases for displays of student work are features of the corridors.*



*The Building is so located that the playground → affords space for the major sports.*



**BASEMENT FLOOR PLAN**

*Basement Plan, DeKalb Junior High School, DeKalb, Ill. Messrs. Berger, Kelley, & Samuelson, Architects and Engineers, Champaign, Ill.*

tory, homemaking, and library equipment, as well as the doors, trim, and built-in cabinet work. This makes for uniformity of the woodwork throughout the job. All woodwork was prefinished before delivery to the site.

Color was given careful study and each room was studied with this in mind. Floor-tile patterns and colors vary from room to room, and the walls have been painted in harmonious tones. The glazed-tile window sills and baseboards, originally selected for durability and low maintenance, add their color to the whole effect. So do the green chalk boards and cork boards. The table tops in the laboratory are of acid resisting green instead of the dull black which has been the standard lab-table top.

Sound control was given particular thought for certain rooms as mentioned earlier, but the entire building has fire resistant acoustical treatment.

Light control was a part of the thinking, and therefore the use of prismatic glass block over a vision strip of clear glass set in aluminum sash was decided upon. The glass block directs as much natural light as possible to the interior of the room, this natural light has been supplemented with fluorescent lighting fixtures calculated to produce an ample amount of glareless light at the desk level on dark days.

Heating and ventilating units designed so as to heat and ventilate each room separately are controlled thermostatically so as to satisfy the room needs and the learning activity as the individual teacher may desire. These beautifully finished units have matching steel cabinets for additional storage space in each room, which also catch window drafts and rehear them.

This building was designed with the future fully in mind. Each major use area—the academic area, the shop area, the music area, and the physical education area—can be expanded easily without disturbance to the basic unit.

The total cost of the building, including an unusual amount of case work and all movable equipment, was \$1,247,000, which figures 98½ cents per cubic foot, or \$1,890 per pupil capacity. The board of education feels that it has provided the DeKalb community not only with a sound school building structurally, but with a building that incorporates the best current thinking in schools for young adolescents.

### COMPLETE ADMINISTRATION BUILDING

The board of education of La Marque, Tex., is completing a new school administration building. The building will offer additional housing space for the school board offices and will provide adequate offices for the superintendent, the assistant superintendent, the business office, the head nurse, the director of adult education, the co-ordinator of instruction, the director of cafeterias, and the secretarial offices, as well as a storeroom for receiving and distributing school supplies.

The board is also completing three projects in



*The Cooking Laboratory is colorful and fully equipped.*

connection with its \$3,000,000 building program, including an eight-room addition to the junior high school, and an eight-room addition to the Woodland elementary school.

The \$3,000,000 building program has provided a wide selection of new buildings, including 2 senior high schools, 1 junior high school, 4 elementary schools, a music hall, a shop building, a fieldhouse, a teachers' residence and garages.

The educational planning for all of these projects has been carried on by Mr. E. H. Black, superintendent of the La Marque schools.

### JEFFERSON PARISH SPENDS \$1 MILLION

The Jefferson parish school board at Gretna, La., has earmarked \$1 million for school building construction to meet a rapidly growing enrollment.

Supt. Lemuel W. Higgins has reported that the annual enrollment is growing at the rate of 1500 students a year, a steady growth requiring long-range, permanent planning to meet the educational needs.

The building program calls for 34 permanent classrooms and additions to six schools. Bids for construction will be let shortly. The new units will be financed from a \$900,000 fund which the school board has on hand from a previous bond issue.

The Jefferson board in its planning is also faced with the difficulty of providing adequate rural as well as urban facilities. New school units to be provided in East Bank and West Bank will involve an expenditure of \$3,275,000.

### PLANNING FOR FUTURE DEVELOPMENT

In San Bernardino, Calif., the board of education and Supt. F. Eugene Mueller have cooperated in a recent innovation in site planning and provisions for the future development of

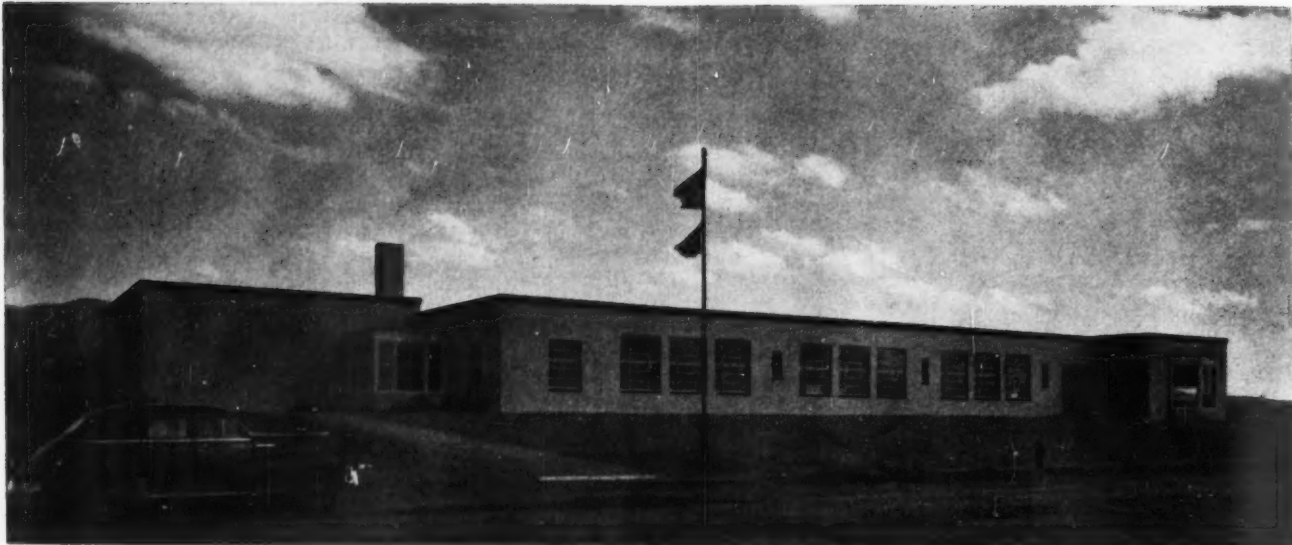
the elementary school plant. This plan has found expression in a new building type called "permanent-movable" buildings.

Following a study of the structures which in the past had the nickname "bungalow," the board has developed a new design, which reduces the handicaps of these buildings to a practical minimum. A study was made of the better movable buildings in the nearby cities of Oakland, San Diego, Contra Costa, Los Angeles, and Long Beach. Out of this valuable experience a building was designed, which when placed on a school site is made to appear as part of the existing school plant.

Subdivisions in the San Bernardino Valley, and particularly around the city of San Bernardino, under an urban redevelopment program, are rapidly being completed so that it is practically impossible to predict accurate population trends. The board, in providing a solution, describes an area surrounding a particular school and makes judgments concerning the residue of child population which will remain in the area. After the population estimate has been made the board proceeds to place on these sites permanent-movable buildings which can be moved to other locations when the need for additional facilities has passed.

The board believes that these buildings of the movable type are providing housing advantages over and above those offered in other districts having movable structures. In addition to the present project, calling for 104 classrooms in new buildings and additions, the board is completing the erection of a senior high school, two junior high schools, additions to three other junior high schools, and reconstruction and replacement of the present senior high school buildings and grounds. These structures are in immediate demand to meet a school population which has more than doubled since 1943, and which is still rising and creating a critical situation in schoolhousing facilities.





*The Kaune Elementary School, Santa Fe, N. Mex. — Messrs. Meen, Zehner, & Associates, Architects, Santa Fe.*

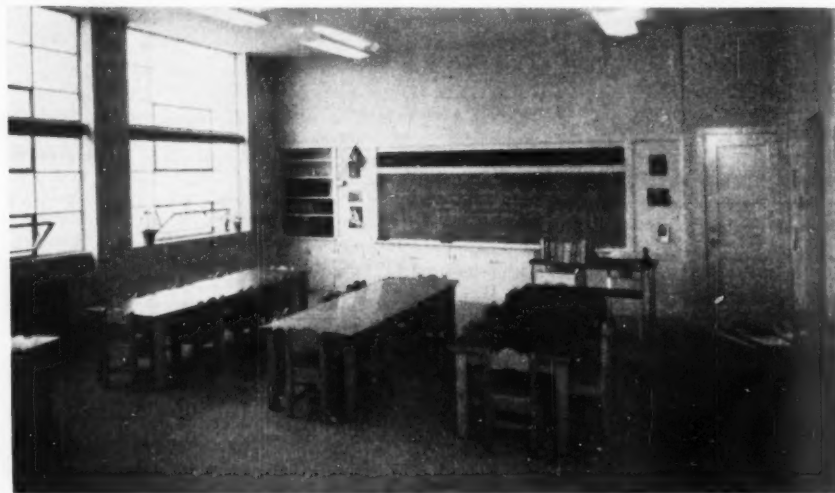
## PLANNED FOR EXPANSION

### The Kaune Elementary School, Santa Fe

The Kaune Elementary School is one of the seven school buildings erected in 1948-49 to meet, first of all, the rapid growth in the school population and, second, to provide a flexible type of buildings, suited to a modern program of primary education. The building is of the simplest functional design, with a minimum of ornament, based on Spanish and Indian precedents and limited to the entrances. The building literally stands on a concrete slab and is constructed of cement blocks, plastered in and outside. It serves the first six grades and includes, in addition to six classrooms, a kindergarten, special room for the nurse, and an all-purpose room. The primary rooms are placed at the end of the building opposite the assembly room, and are equipped with special toilets and independent exits to the playground.

All of the rooms have asphalt tile flooring, except the assembly room which has a maple floor. Walls are plastered and ceilings are of acoustic tile.

The building was erected as a part of a \$1,000,000 school bond issue. The educational planning was done by T. C. Bird, superintendent of schools, and the architectural planning and supervision was done by Meen, Zehner & Associates, Architects, Santa Fe.



*The Second Grade.*



*Floor Plan, Kaune Elementary School, Santa Fe, N. Mex.*

## Let's Return to the Percentage Plan of Reporting Pupil Progress *Paul M. Crafton\**

The reaction to the proposal that we return to the percentage plan of reporting pupil progress is likely to be immediate and unfavorable. Its limitations and defects, as a reporting procedure, are so well known to experienced teachers and school administrators that the writer could be shouted down in derision for suggesting such an obsolete measure were he not convinced that it has usefulness when associated with a new and psychologically sound idea.

The idea to be advanced here is associated with two assumptions: (1) The purpose of the school is to promote children, and not to fail them. (2) Any school that resorts to a system of reporting which makes mastery of subject matter the chief goal becomes selective in its retention of pupils and is certain to defeat the worthy aim of an education for all the children of all the people.

Now the fact that any child has a learning capacity peculiarly his own is well known. That this ability to learn varies with individuals is also commonplace knowledge. It is recognized that seldom does anyone learn to the maximum of his ability. This relationship between achievement and ability is known as an "accomplishment quotient."

But the idea that the percentage scale could be useful in reporting pupil achievement in terms of his own ability is new. Let's see how it works.

### Percentage of Capacity?

Percentage, as we all know, is a statement of ratio. For example, 50 per cent of \$1 is 50 cents. Fifty cents is one half of a dollar. It is one of the two equal parts which make up a dollar. Any fraction is a ratio. It is most noticeable when it is a common fraction but whether it be expressed as  $\frac{1}{2}$ , .50, or 50 per cent it is still a ratio.

Now to any individual's learning capacity we can assign a value of 100. Whether he learns slowly or rapidly, or little or much, is immaterial. The point is, for him it represents the ultimate learning of which he is capable. For our purpose, this "100" will become the denominator of a fraction of which the numerator will be an estimate on the part of the teacher of the extent to which an individual is working and learning to the limit of his ability. This relationship is a ratio, if you please. Remember that the limit of this ability is represented by 100. Thus the teacher might award him a mark of 90/100 which would be interpreted to mean that in her judgment he

has achieved 90 per cent of the learning of which he is capable. Since 100 has arbitrarily (but for good reason) been chosen to represent the individual's learning capacity and since 100 is also the base figure for expressions of percentage, we can drop the fraction form of the mark and lo! we find him to have a report card mark of 90. Under our plan this is a percentage mark which relates achievement to ability and not achievement to subject matter mastery. The former relationship is just and in the interest of pupil welfare; the latter is not. Let me explain.

It was said in the beginning that the purpose of the school is to promote children, not to fail them. The welfare of a child can be promoted when he experiences success with his undertakings. It is futile and contrary to the principle of individual differences to expect all children to succeed to the same degree. But succeed they must if they are to remain well adjusted and to grow in confidence and competence. The alternative is to make personality cripples out of them. The method of providing an opportunity for success for all children is to recognize the range of abilities and then set the level of expectation well within the reach of all.

### Saving From Discouragement

It was also said above that mastery of subject matter per se is passe as a standard or goal for all pupils to achieve in the same degree. All pupils cannot achieve in the same degree. Anyone who is familiar with the principle of individual differences is in agreement on that. If some pupils are to be saved from discouragement with school and the disgrace of failure, some system must be devised to encourage their best efforts, the intellectually able as well as the intellectually feeble. If that is to be accomplished in any realistic sense, the goal of education must be shifted from mastery of subject matter to child self-realization, to learning opportunities in harmony with each child's capacity to learn.

Everyone likes to be evaluated *if* in the results of the evaluation there appears to be some element of encouragement. Only those who are above average intellectually appreciate comparisons with the school marks of their companions. Their higher marks provide the self-satisfaction upon which the ego grows. Those who receive the very low and the failing marks, under the current system of paying off for subject matter mastery, wander about with a dull sense of frustration and defeat and a conviction, if it were vocally made, that "I just don't have the brains of other children."

The child may take his defeat apathetically and passively or it may be accompanied or later replaced by a feeling of resentment and bitterness. Who are among the primary detractors of public education today? It is those for whom the schools have done the least. Those who failed and who were consequently denied the recognition the school had to offer.

Now good citizens are never made by withdrawing a feeling of self-respect. A basic principle of promoting good mental health is for the school to add to the pupil's self-esteem, to help him become or remain a well-adjusted individual.

### Stimulating the Lazy

How much better then will it be for a child's report card to carry a 90 in English, for instance, signifying a close relationship between achievement and *his* ability, than a 50 intended to convey the impression that he has only mastered 50 per cent of subject matter.

Likewise, it would be better for the prize pupil once in a while to receive a mark of 75 to suggest that he is working away below his ability level. I am sure that would be a stimulus to his lazy mental processes.

There are some who will say that the marking scheme proposed is too subjective; i.e., teachers can never be sure of the exact ability a given person has.

Granted! But are those same teachers so sure of their interpretation of scholastic standards? Can they justify the difference between a 95 and 96 in the traditional usage of the figures? Research evidence is available to prove they cannot.

Administrators may want to argue that the poorest intellectually endowed pupil in a graduating class may end his high school career with an average between 95 and 100.

What of it? No harm has been done. On the contrary, something significant has been accomplished. The child who would have dropped out a year or two earlier, a victim of the subject matter mastery complex, receives his diploma with head held high, a smile on his face, and confidence in every step he takes. He has a good start toward being a good man and citizen.

### On to College?

But what about the institution? Won't it get a bad reputation for lowering its standards to graduate everybody? To answer that, let me ask this question: Just what is public education good for if not for everybody? Which is more important, the reputation of an inanimate institution *or* the personality and

\*Superintendent of Schools, Monmouth, Ill.

citizenship development of a human being? Furthermore, if the issue be faced squarely, all public educational institutions undergo some embarrassment in explaining why, in the past, they have permitted some children to accumulate enough units to graduate and have denied, through a process of failure, the same honor to others.

Some administrators may now ask, Are you going to let the intellectually inferior graduates into college?

Not at all. The practice generally followed today, in addition to a transcript of credits, is for the high school principal to recommend the graduate to the college or university of his choice. No recommendation; no admission. But a necessary forerunner of this procedure is a good guidance program which, well in ad-

vance of graduation, will have warned the graduate that he is a poor risk for college entrance. Good guidance will indicate to him other channels into which his talents may be directed with greater probability of success.

We need not be hagridden with the old 100 percent marking system. That it has some value is indicated in the fact that it has survived so long. That it can become a useful, sound, and respectable technique of evaluating pupil growth in school has been suggested in this article. Its use as indicated here will help to create confidence, stimulate self-respect, encourage effort, promote mental health, guarantee growth in manhood and citizenship, and reduce the number of "dropouts."

Whoever heard of a child dropping out of school who made "good grades"?

erally affected school districts. However, judging from the replies given, the majority of school officials would appear to be satisfied with the present formula. Of all the officials replying, 86.4 per cent expressed the opinion that the present basis of making payments is "reasonably fair and equitable." Four respondents, or 3.9 per cent, considered the formula "very generous to affected districts." Only 9.7 per cent thought the formula "unfair and inequitable."

Federal payments are made on the basis of the local contributions rate per pupil. In cases where state aid is high the local contribution rate tends to be small, and hence federal payments are small. A number of respondents noted that states having a high ratio of state aid are severely penalized. Many respondents urged that federal payments be equalized among the states, regardless of the individual state aid programs.

**Adequacy of Assistance.** The majority of the respondents indicated that they consider the financial aid given under Public Law 874 as "adequate." A small per cent of the officials found the assistance to be "more than needed"; but there were 28.1 per cent of the respondents who thought the aid "inadequate," and 6.8 per cent who considered it "much less than needed."

The comments of officials with regard to this question dealt largely with the failure of Congress to appropriate sufficient funds. Congress, it should be stated, has never appropriated enough money to pay the full entitlements of affected districts, even though such entitlements have been duly certified by the United States Office of Education. One superintendent aptly stated the matter as follows:

Congress does not provide adequate funds to meet the full provisions of the law. When one is entitled to 100 per cent entitlement and receives only 96 per cent or less, it causes dislocations and deficits in the local school budget.

**Procedures.** There was mixed opinion regarding the procedures used in securing federal assistance. Some 37.9 per cent of the respondents thought that the procedures are "necessarily complicated." Thirty-six officials, or 34.9 per cent, found the procedures "not too difficult," and 2.9 per cent looked upon the procedures as "easily followed." However, a rather large proportion of officials, 24.3 per cent, considered the procedures "unnecessarily complicated."

The remarks of school officials repeatedly contained the words "slowness" and "red tape." Typical of such remarks was the following: "After eligibility is proved, as was the case in our school, too much red tape and too slow getting results." A few officials, however, noted that administering such a large scale federal assistance program was a highly complex job. As one official stated the matter: "The procedures are reasonable when one takes into consideration the fact that all states are involved and no two states have the same financial or personnel accounting systems, or state school laws, or state support programs."

**Office of Education.** Despite complaints of "slowness" and "red tape," the majority of the respondents appear to be satisfied with the over-all federal administration of Public Law 874. A total of 74 officials, or 71.9 per cent, thought the Office of Education was administering the assistance program in an

(Concluded on page 60)

## What Do School Officials Think of Public Law 874?

L. R. Davis, Ed.D.\*

One of the most significant federal assistance measures passed by the Eighty-First Congress was Public Law 874. This law was designed to give financial aid to school districts which have become seriously impacted by the national defense effort. Under the provisions of the law, schools which are educating federally connected children, or schools which have had their revenues decreased by the federal acquisition of property, are eligible for federal financial grants.

For the school year 1950-51, the first year Public Law 874 was in operation, 1183 school districts qualified for assistance. These 1183 districts had entitlements amounting to \$30,181,666.23.<sup>1</sup> The following year, 1951-52, saw an increase in the number of federally affected school districts to 1,746. Entitlements for the second year totalled \$48,566,292.18.<sup>1</sup>

In order to determine what school officials think about Public Law 874, the writer recently sent a series of questions to 122 superintendents in federally affected areas located throughout the nation. Replies were received from 103 of these superintendents.

### Opinions Received

**Federal Responsibility.** The first item in the study was concerned with the responsibility of the Federal Government to assist federally affected schools. To the question, "Should the Federal Government give financial assistance to federally affected schools?" 97.1 per cent of the respondents replied, "Yes." Only 2.9 per cent expressed the opinion that federal

assistance should not be given. None of the officials was undecided.

The comments of school officials to the question showed that many officials were of the opinion that their schools would not have operated without financial aid from the government. As one superintendent observed, "Without this assistance the past few years our local schools would have been forced to tax themselves to the legal limit and still not have been able to provide schooling."

The fact that the Federal Government was responsible for many of the burdens felt by schools was pointed out by a number of respondents. One official noted:

In a school system such as this where 70 per cent of the parents of all children in attendance either live in federally owned housing (off the tax rolls) and work in federally owned industry (off the tax rolls), no other course is possible.

**Threat to State Control.** The majority of the superintendents also indicated that they saw no threat in Public Law 874 to the principle of state control of education. A total of 83 officials used the word "none" in describing the threat to state control. A small percentage, 13.6 per cent, termed the threat "little," while only five officials, or 4.9 per cent, gave the response "some."

Typical of the comments made under the question of threat to state control of education was the following: "Up to the present time the law has operated purely on an objective basis in terms of assisting school districts where the enrollment has been affected by federal activities. There has been no attempt to control the operation of our program."

**Formula.** Because of the many types of federally imposed burdens, it was a challenging problem to devise a formula which would provide fair and equitable payments to all fed-

\*Lynchburg College, Lynchburg, Va.

<sup>1</sup>Federal Security Agency, United States Office of Education, *Second Annual Report of the Commissioner of Education Concerning the Administration of Public Laws 874 and 815* (Washington, D. C.: The United States Government Printing Office, 1953), p. 3.



# Installing a School Payroll System

*E. Jane Colborn\**

Is your payroll clerk still writing payroll figures into a bound payroll book, copying them on payroll checks, then in a monthly cash disbursement record, and again into departmental expense accounts? If so, not only are expensive clerical hours being wasted, but your administrators are probably being forced to keep a number of special cost-analysis records which could be incorporated into the original payroll system.

What information should your payroll system provide?

First in importance is accurate calculation of the monthly or semimonthly payroll. Your clerk should be able to cross-check, by adding-machine totals, that the contractual salary less any deductions for absence, plus any extra-time payments, less deductions for income tax, retirement, group insurance, payroll savings etc., equals the amount of the checks to be issued. Second, the payroll should be so organized that these cross-checking totals will provide posting information, broken down for each division of each account in every budget department affected. Third, the payroll should readily divulge administrative information regularly required. For aid in preparation of the annual budget, the payroll clerk should be able to provide the amount spent in salaries for recreation programs, for adult education, and for extra-hour services of custodial help; the amount deducted from contractual salaries for absence from duty; and the total annual cost of employing substitute teachers. Annual financial reports, tuition rate calculations, and applications for appropriation require payroll figures for their completion, and a well-organized system will supply these figures automatically, as part of the payroll process.

The first part of the payroll process is the reporting of absence from duty of regular employees and the number of days substitutes were employed. Each building principal should keep a time card for all the employees in his building, similar to the student attendance card, and on a specified date each month, he should report to the superintendent on a form which shows the name of the employee, the dates absent, the reason for absence, and the name of substitute employed. Where state or local regulations provide for a number of days' absence with pay, these reports will be checked with the employee's individual cumulative or yearly allowable absence record, and a list of days to be deducted given to the payroll clerk. In many school districts, the superintendent's clerk is also the payroll clerk, but the procedure should be the same, for it provides a written history which can be referred to in the future.

For most schools, some type of pegboard device for writing payrolls will be found to be the backbone of an efficient payroll system. At least three companies manufacture these

devices. Each manufacturer has standard payroll forms punched to fit his device, and the firm's local representative will help your administrator adapt the forms to your own school payroll problems. The great advantage of the pegboard system is that by its use the employee's pay statement or check stub, the individual employee's annual earnings record, and your monthly payroll register are prepared in one operation, with one writing. This triple-form preparation not only saves time, but also eliminates copying errors.

The annual earnings record is a card form bearing at the top the employee's name and address, the account number to which his salary is charged, his retirement rate, and number of withholding exemptions, plus any other desired information. Space is also provided for the annual contractual salary; monthly, daily, or hourly salary; an itemized list of payroll deductions. This information is typed on the card at the beginning of each calendar year, there being space for two or more changes of salary within the year. This record should be kept on a calendar-year basis even though school salaries are usually paid from September to June or from September to September. At the end of the calendar year, the total earnings and income-tax deductions each month are added and entered at the bottom of the card for ready accessibility in the preparation of the Annual Withholding Statement. The actual payroll information provided will vary in accordance with the information you need, but it will be similar to the following:

Date	Monthly Salary	Deductions, Absence	Extra Earnings	Total Earnings	Deductions			Net Check
					Inc. Tax	Retire.	Other	

The earnings record card should be filed alphabetically by division, under account, under department, so that posting figures and administrative information will readily develop. The order will be determined by your state accounting system, but the following is an example which will be generally applicable:

Costs of Instruction	(Department)
Teachers' Salaries	(Account)
Kindergarten	} (Division)
Elementary	
Junior High	
Senior High	
Junior College	
Extension Services	
Adult Evening Schools	

Employees' names should be pre-typed on the monthly payroll-register sheets in this same order, with blank lines left wherever a total is required. Each total serves not only as a cross-check, but is also the basis for posting to the departmental expense records.

All pegboard systems are so arranged that the writing lines are perfectly aligned, the

same information appearing on all three forms. The payroll register sheet usually contains space for from 20 to 40 entries, so that only the individual sheets need be removed with each writing, and carbonization is handled so that no time is lost by insertion of individual carbon sheets.

If your school payroll is made up either monthly or semimonthly, and there are relatively few deductions, one clerk can probably handle effectively a payroll of 250 to 300 employees with the aid of a pegboard system. For larger school systems, the payroll is divided so that two or more clerks can prepare the payroll in a reasonable length of time, or pay days are staggered throughout the month, to spread the work over a greater period of time. An investment in electrified payroll accounting machinery is usually necessary only in large city school systems, where the volume of work demands completely automatic operations.

In addition to the records made by the pegboard or electric accounting machine, several other card files should be established for a complete payroll system. A record card should be made for each employee and posted once each year with his contractual salary and total retirement deduction for the year. This record is filed permanently to provide information for credit checks, retirement benefits, etc. For monthly retirement reporting, a 3 by 5-in. card file for each current employee, showing only the information required on the monthly retirement contribution report, should be prepared, and a posting made only when

there are salary changes. Usually retirement contribution reports must be in alphabetical order for the district, which makes the use of the earnings record card inconvenient. A card file is preferable to a list showing retirement contribution information, because of the changes, both in amounts and in personnel, which invariably occur within the school year. Other subsidiary records might be necessary for your district, but these should be kept to a minimum, and the earnings record card used to its fullest capacity.

The administrator in charge of setting up a complete payroll system should first analyze his needs. The number of employees, the number of clerks to do the work, and the types of information desired will all determine the type of form to be used. To help you make a sound decision, discuss your plan with several manufacturer's representatives. You can then determine what type of equipment best meets your needs, and prepare to begin complete, efficient payroll accounting at the beginning of the next calendar year.

\*School Board Secretary, Charleroi School District, Charleroi, Pa.

### SCHOOL EMPLOYMENT BENEFITS

SALARY schedules and rather simple aspects of continuity in employment have so taken up the time and attention of school boards in dealing with their nonteaching employees that the total picture of working conditions and benefits is rarely given the attention it deserves. In business and industry, both labor and management have taken greater and greater care to provide what were at one time considered fringe benefits but which now are assuming major importance in contract negotiations. If, as seems likely, the annual rounds of wage increases will level off in the next year or two, or will even involve slight reductions, it is certain that labor's demands for betterment of conditions will center entirely in these total benefits.

School boards need not worry about such matters as the annual wage, permanence of employment, closed shop, etc., but they should, we think, do a better all-round job of employment of clerks, janitors, engineers, etc. As a simple check list for passing upon their own practices the following summary of benefits provided to municipal employees may be helpful. The findings were made by F. C. Brandon, city manager of Burlington, N. C., in the course of a nationwide survey of city employment methods:

1. Two thirds of the cities with populations over 10,000 have work weeks of 40 hours or less for all their employees.
2. About one half of the cities of 25,000 population and upward and about one fourth of the cities between 10,000 and 25,000 population have position classification plans. These plans provide definite pay for each definite type of work and outline promotion routes which individual employees may follow. Means are arranged for stepping upward from one group to another.
3. Overtime work is paid for at various special rates in 94 per cent of the cities.
4. The great majority of cities grant two weeks' vacation to all employees, and length of service is considered in additional vacation allowances.
5. The great majority of cities allow from 12 to 15 days' sick leave, with accumulations of leave up to a varying number of days.
6. Workmens' compensations or some other form of disability insurance is a definite element in all city employment plans.
7. Safety programs intended to reduce accidents and illness are common practices. Employees who have not had accidents are given safety awards in the form of certificates and lapel buttons.
8. Hospital and surgical insurance is not usually provided by the communities, but some form of co-operation is common.
9. Numerous cities with their employees share the cost of life insurance as a part of the old-age pension plan.

10. Sickness insurance is not common but is frequently provided co-operatively.

11. Old-age pensions are, of course, a common condition of employment.

12. Credit unions are almost universal.

13. Personnel rules are provided in most cities in printed form so that there is a complete understanding of local conditions of employment, and special provisions for the various groups of employees.

Most boards of education provide their staffs with some of the benefits in the foregoing list. The fact is, however, that teachers as a professional group are given far more liberal advantages than are the janitors, clerks, and school mechanics. The latter groups deserve every bit as good attention as do the teachers. This is especially true in recent years when less and less noncertificated personnel are employed on a political basis and retention as well as promotion depend upon efficient service and satisfactory conduct. The conditions enumerated above are minimum factors. Without them discontent and frequent loss of men from the service are inevitable. The board of education has distinctly the responsibility of being a model employer in any community.

### ADMINISTRATIVE CODES BY CO-OPERATION

EVIDENCE of the widening acceptance of the idea that in any school district of fair size, the board of education and its professional executive should carry on the administrative business under a well-considered code of rules, is given by the recent completion and wide adoption of an administrative code in Spokane County, Washington. With the official and financial support of County Supt. Clifton A. Hussey and the detailed professional leadership of Dr. Zeno B. Katterle of Washington State College, the Spokane County Administrators' Association has worked out a code which is completely professional and at the same time simple enough to serve the small as well as the larger districts.

State legal requirements and local precedents and peculiarities are taken into account in setting up the respective responsibilities and authorities of the school boards as representative of the state and of the local citizens, and of the superintendent as the chief executive officer and professional leader of the teaching staff and the children.

Local custom is recognized in all matters, as for example, the frequent participation of citizens in school affairs through appearance at board meetings. The code says: "Procedure should be established whereby participation by the public in board meetings is regulated. All persons attending regular or special meetings who

desire to address the board shall be invited to do so by the chairman. Before any person can address the board he must be recognized by the chairman of the board. Any person desiring to address the board may be required to submit a written statement of his proposition, giving his name and stating who he is representing."

The job of working out a balanced code is a heavy task for the school board in a small school district. It can be carried on successfully when a co-operative plan like that followed in Spokane County is put into operation.

### DR. THURSTON APPOINTED

DR. LEE M. THURSTON'S appointment to the office of U. S. Commissioner of Education should be cause for considerable satisfaction. As State Commissioner of Education for Michigan, he has given evidence of a keen appreciation of the opportunities of a great state school system; he has been a sound planner of needed legislation and of forward-looking policies in finance, taxation, and better school district organization. His experience should make him a strong Commissioner of Education who is ready to ably direct the advisory divisions of the Office and to administer the special funds which the Office has available for vocational education, for federally affected school areas, and for the school plant planning.

Up to this time, the Commissioners of Education have been more noted for their ability as philosophers and professional educators than as administrators who could convince their politically minded superiors that education is as important as old age pensions, socialized health care, and other politically important activities of the Department within which the Office functions. It is to be hoped that Dr. Thurston will be able to convince the new Secretary of Welfare, Education and Health that the Office of Education is as important as any division in her Department and that his recommendations deserve to be accepted as important opportunities for educational service.

The present Republican Administration has an opportunity to render distinct help to American education if the new head of the Office of Education is given the support and the freedom to act as a national leader and educational statesman.

### SUBURBAN SCHOOLS

THE rural and village areas around the larger cities offer strange spectacles in public school service. There are high class residential areas in which children and adults enjoy genuinely comprehensive programs of education under the highest grade



staffs and in buildings of superior completeness and beauty. For every such suburban district there is at least one which is distinctly substandard. Here the support is insufficient because property values are too low; school buildings are crowded and inadequate for a balanced instructional program; teachers are poor in proportion as they are ill paid; the lack of decent high school facilities is common. Even transportation to better school districts is meager because of unwillingness or inability to pay tuition.

With rare exceptions, the development of urban fringe areas has been hit-and-miss. The whole complex problems arising out of a lack of zoning, inadequate communication, sanitation, policing, etc., can best be relieved only by annexation of most areas to the core city or by major, well-planned consolidations of the largest possible naturally related rural areas.

While such consolidations are over-all projects in which general governmental advantages must be sought, the school authorities must take a vital and in some respects a leading part in the planning and must insist that school administrative as well as attendance units of optimum size and economic ability are as important as other civic units of government. No suburban governmental reorganization can afford to emphasize dispersion of industry for minority reasons, or betterment of zoning or transportation, or economy in taxation, unless education is also adequately anticipated.

### A GREAT BENEFACTION

THE Louisville daily papers recently carried a news article announcing the closing of the Julius Rosenwald School, on the National Pike near Newburg, the last one-teacher school in Jefferson County, Kentucky. The building erected for Negro children in the early 1920's with the aid of funds and plans provided by the Julius Rosenwald Fund, has outlived its educational usefulness, and the pupils will be transferred in September to a centralized school where there will be an opportunity for a better program of education.

Between 1913 and 1936 the Rosenwald Fund, founded by the great Chicago mail order man, aided in the planning and construction of 4977 rural schoolhouses in the South, and a number of teachers' homes and school shops. At first the buildings were all one-teacher buildings, but later aid was given for schools as large as six and eight rooms. The Rosenwald monetary aid of \$4,366,519 (15 per cent of the total cost) was important and was vastly aided by the public sentiment for better schools

aroused by the manager of the Fund, S. L. Smith of Nashville. It was Mr. Smith's enthusiastic leadership that was responsible for the enormous success of the program and the subsequent betterment in all Negro schools in the rural South.

Except for the larger buildings, the Rosenwald Schools are obsolescent. It would be interesting, if the facts could be gathered, to know how many of the schools have been abandoned because of consolidations, improved school services, and better transportation. The Rosenwald Schools represented an era of progress. It is the greater progress of the present decade that is replacing them.

### THE MAIN JOB OF BOARDS

THE main responsibility of school boards, namely, the formulation and enforcement of policies takes so much of the time of the average board that the equally important functions of the evaluation of local educational work and of judicial review and action in school "troubles" are frequently overlooked.

As our society has become more complicated and dynamic, and all public administration has become more difficult, the task of policy making has become increasingly enlarged. As a matter of fact, the state school laws, as well as accepted local practice, have so determined practically every aspect of schoolwork and its administration that while policy making is continuous and never completed, it must be carried on intelligently but within well-defined legal and professional limits.

A common difficulty in all school policy making arises out of the human tendency to legislate for every difficulty and every, even minor, emergency. When a board is tempted to take such quick action, it is certain to substitute expedients for sound policies and to accept devices which are certain to give only temporary relief without permanent cure. School policies are sound only when they provide a settled course of action adopted for long periods of time and applicable to a wide range of situations.

The best opportunity for policy making is that which provides the extras in the form of highly desirable educational services, better income for the schools, a better school plant, higher qualifications of teachers, and more professionally adequate salary schemes—all of which are not required by the state laws for the basic program of instruction. It is a fact often overlooked that the true progress in elementary and secondary education is altogether dependent on the policy-making activities of the school boards.

### SELF-EDUCATION AND THE TEACHER

A sound idea in education, often forgotten in the effort to provide formal education and facilities for educational programs, is the need for the steady approach to self-education of children and young people as they approach maturity. Dr. E. A. Fitzpatrick in his critical study of the Great Books program emphasizes this fact:

"Back of the Great Books program is a great and sound educational idea—the idea or concept of self-education. If education is to be lifelong, it is obvious that it must be a process of self-education because we cannot always have teachers or intellectual wet nurses to lean on all the time. But there is a more fundamental reason than this. It is that 'good,' 'sound,' or 'effective' education is self-education. It is of the very essence of education that it be self-education. The individual is the agent of his own education. His problem in formal education is the utilization of the facilities and means of education, teachers, books, equipment for his own intellectual, moral, and spiritual formation."

### A BRITISH VIEW

Herbert Morrison, a member of the British Parliament and a former chairman of the London County Council, has written the following world of caution, addressed both to public officials in London and to members of the County Council:

It is undesirable for officers to be under obligations to individual members of a council or for members of a council to be under obligations to officers. If people approach you for jobs under the council you should explain that individual councillors do not make appointments, and that their applications should be addressed to the appropriate chief officer. If applicants should be persistent, they should be warned off, and if necessary the matter should be reported to the town clerk or the clerk of the council with a view to their disqualification.

If officers or employees approach you with a view to their promotion, they should be warned off, and if necessary reported.

Keep a distant relationship with contractors. The council has business to do with them, but it should be transacted through proper official channels. Above all, do not put yourselves under any obligation to contractors. Do not charge a penny more for official expenses than is permitted under the regulations.

The foregoing advice is equally appropriate for members of our school boards and their professional and school business staffs.

Complete success in the administration of a city school system is not possible without enthusiasm. This enthusiasm must be shared by the superintendent, by the board of education, and by the staff and must embrace the purpose and the immediate job of the schools and the respective jobs of the board, of the chief executive, and of the teachers.



# SCHOOL ADMINISTRATION IN ACTION



## IN-SERVICE TEACHER TRAINING

The school board of Burnet, Tex., is in the fifth year of operation of an in-service training program for teachers of the school system. The program, under the direction of the Texas University, is centered around child development. With the beginning of the school year 1952, the study has been expanded to include students and school patrons. Committees composed of teachers, students, and patrons are now working on a system-wide evaluation program, completed in February, 1953. A workshop for teachers has been proposed, to begin June 1, at Texas University, and to run for three weeks.

## ORDER SURVEY OF NEW ORLEANS SCHOOLS

The Orleans Parish school board in New Orleans, La., has ordered a financial survey of the city school system. The study will be made by a nonprofit public administration service of Chicago, whose findings will be presented through the Bureau of Governmental Research of New Orleans. The survey is expected to cost from \$13,000 to \$15,000.

## RURAL SCHOOL BOARD ASSOCIATION

A rural high school board association has been formed in Crawford County, Seneca, Wis., with newly elected officers. The group has held two meetings with the principals of schools in attendance. Plans are being made to work out the territory to be allotted to each district for a proposed reorganization of districts. The new plan seeks to give a new tax basis to provide the necessary school additions and to eliminate the tuition type of attendance. Members of the association are Gays Mills high school, Seneca high school, Soldiers Grove high school, and Wauzeka high school. Mr. B. T. Webster, of the Union Free High School, Seneca, is the director of the movement.

## TO STUDY SCHOOL BUILDINGS

The School of Architecture, University of Michigan is beginning a one year study of construction factors which influence the life cycle of school buildings. This study, financed by the Michigan Memorial-Phoenix Project, is supervised by Frederick Gutheim.

The study is intended to determine the leading factors which contribute to the obsolescence of school buildings. The information is to be made available to school boards, architects and others, and will influence, it is expected, not only the use of materials and the methods of construction, but also the length of bond issues for school plant purposes. It is believed that principles of property management, which are commonplace in office buildings, can be applied to schools.

The study is expected to investigate methods of locating buildings and of determining their size and character as well as the physical factors which influence obsolescence. Preliminary pilot studies have already been made by Professor C. Theodore Larson.

## CLEVELAND TELEVISION

The Cleveland board of education has put off until fall the detailed examination of an exhaustive consulting engineer's study of the problems involved in setting up an educational television station in the system.

The board decided to ask the Federal Communications Commission to extend the board's reservation of Channel 25 for two years and the Ford Foundation to extend its proposed \$100,000 grant for the establishment of such a station in Cleveland.

Members of the board heard a report on educational TV in Cleveland from Carl E. Smith and his associates. Mr. Smith's recommendations would build, equip, and operate a 10-kilowatt television station for a total cost of \$573,459. It was Mrs. Norma F. Wulff, only woman member of the board, who asked for the deferment. She said she wanted the full board to discuss the important move, and she feared the total cost would greatly exceed the recommended figure.

## IMPROVEMENT PROGRAM

The Doddridge County board of education of West Virginia, through its executive offices in West Union, began in 1949 plans for improving the school plant of the County. At that time a special tax levy was voted, and in 1951 a 3-year extension of the levy was approved by the citizens.

The program is reaching every school in the County through some form of rehabilitation and through the addition of facilities for new school services such as lunches and community use of buildings. Three elementary buildings and additions to existing buildings have been erected and further construction is under way in a number of schools.

Nineteen one-room buildings have been consolidated in the larger schools and transportation has been provided for all pupils who need it.

The educational planning, which will affect more than one half of the elementary school children by the end of 1954, in the form of new or completely remodeled school plants, has been done under the direction of County Supt. J. K. Randolph.

## KENNEWICK MEETS NEED FOR EXPANDED PROGRAM

The public school system of Kennewick, Wash., which is located in a federal industrial area, has been suffering from serious overcrowding because of a large increase in school enrollment due to a nearby atomic energy works and power project. While the city had a population of less than 2000 twelve years ago, today it is well over 10,000. The school system which enrolled only 750 pupils in 1940 must now provide facilities for 4200 children.

Under the direction of Supt. E. S. Black, who saw the urgent need of improving the school facilities, a large and vigorous program was planned and carried out during the school year 1951-52. As a result of sound planning an extensive program was carried out, which cost

a total of \$2,603,328. The program included three projects: (1) the Black senior high school, a one-story structure, housing 800 pupils, and costing \$1,621,475; the Westgate elementary school building, comprising 20 classrooms, a library, a health room, and a cafeteria, costing a total of \$544,000; and the Eastgate School, a structure similar to the Westgate and costing \$437,853.

The school authorities have approved more recent plans calling for an expansion of the junior high school, at a cost of \$583,000. This project will eventually add 22 classrooms and a gymnasium and provide for an enlargement of the school lunchroom. Federal aid will pay \$533,000 of the total cost, a tax levy of 10 mills will provide \$115,000, and state aid will provide another \$115,000.

## SCHOOL BUILDING

★ Bartlesville, Okla. Construction work has been started on a new classroom-stadium building at the College High School, to cost an estimated \$426,000.

★ Newport News, Va. The board of education has approved a \$1,628,000 building and school improvement program. The program, to cover a two-year period, will comprise the renovation of the high school, a new boiler room and bleachers, a new auditorium and music room, and a boys' gymnasium.

★ Louisville, Ky. Supt. Omer Carmichael has presented a \$14,000,000 school building program to the school board for approval. The program, as outlined, calls for 12 new elementary schools, additions to nine elementary schools, and four junior and senior high schools. The outlay for new school buildings and additions alone will reach \$11,590,000.

★ Grand Rapids, Mich. A citizens advisory committee on school building needs in East Grand Rapids has estimated that the proposed building program will cost between \$2,100,000 and \$2,500,000. The new facilities are needed to provide classrooms for 600 more elementary pupils by 1957 and 600 more high school students by 1961.

★ Cleveland, Ohio. The school board has taken the first step in building a new trade school, to replace an old and small structure in the downtown area. Board members have voted to purchase land for \$92,724 as a site for the proposed building on the near east side.

★ Enumclaw, Wash. The board of education has begun work on a school building program, to include a 3-classroom addition to the Wickersham elementary school, to cost \$70,860, and a new 8-room elementary school, to cost \$240,266. Messrs. Rueger & Rueger, Tacoma, are the architects.

★ The voters of Southampton County, Va., have approved a \$1 million bond issue for new schools. The first project will be an addition to the Franklin High School, to cost \$100,000.

★ Voters in Marin, Calif., have approved a bond issue of \$1,253,000 for new school buildings.

★ South Mateo, Calif. The voters have approved a \$3,500,000 bond issue for new school buildings. Construction work will start shortly on the Hillsdale High School in South San Mateo.

★ Mesa, Ariz. The board of education has completed the erection of the Mesa Junior High School, a new plant comprising 60 classrooms, a library, an administration building, physical education facilities, homemaking and shop rooms, music rooms, and a cafeteria.

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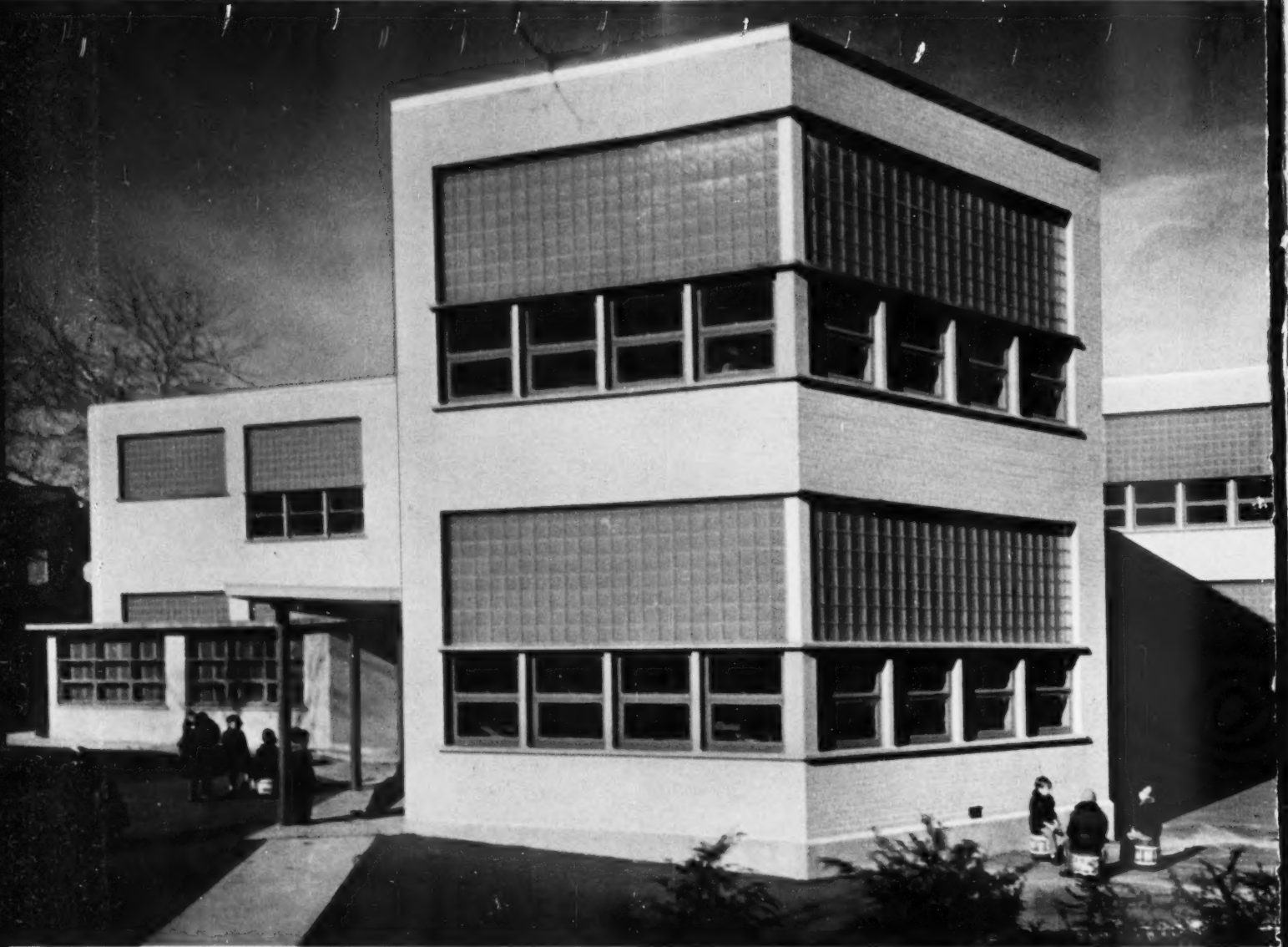
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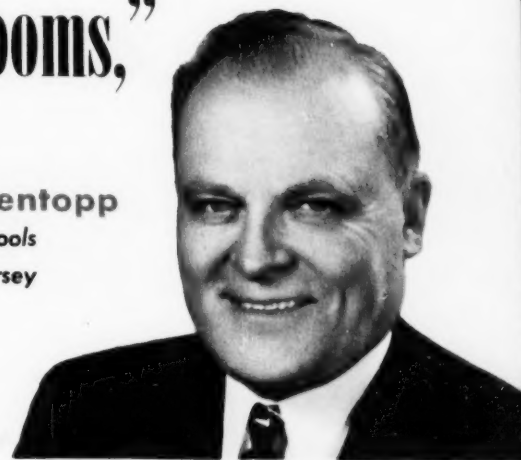
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*Superintendent of Schools*  
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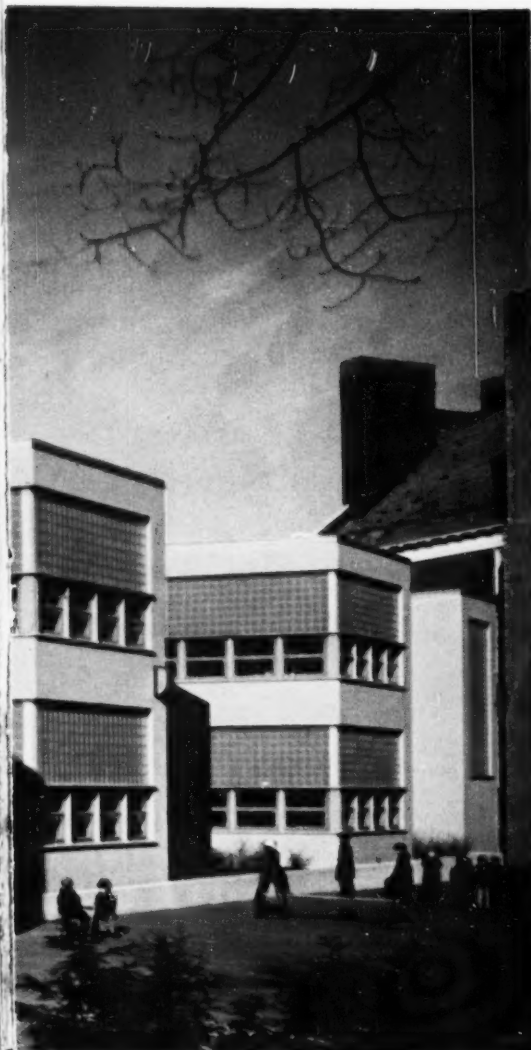
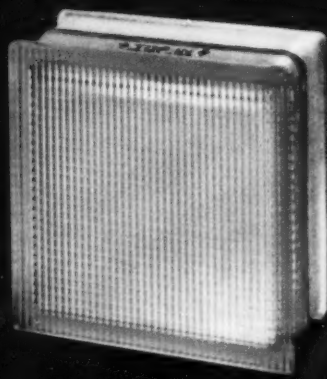
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★ Tuscaloosa, Ala. After a study covering three years of in-service study and work, the board has completed a new handbook for school office personnel. The handbook is intended to be helpful to clerical workers in the individual schools.

★ East Hampton, Conn. The school board has appointed all school custodians as special constables in order to insure proper protection of the school buildings and grounds at all time.

★ Lancaster, N. H. The school board has discontinued all class trips. Teachers may not raise money for such trips or participate in arranging for them.

★ The grade school board at Cicero, Ill., has created the position of business manager in order to relieve the superintendent of some of his work and to permit him to concentrate on the important academic aspects of his position. The new official, to be appointed, will supervise the maintenance of buildings and grounds of the district.

★ Lynn, Mass. The school board has voted to offer instrumental music instruction during school hours, beginning with September 1. A schedule of fees and methods of instruction has been approved.

★ Lincoln, Neb. Spanish has been added to the elementary school course, effective next September.

★ Des Moines, Iowa. The school board has approved an experimental program, giving more attention to arithmetic and less to music and art in grades four through six. In the arithmetic program, a total of 250 minutes each week will be devoted to that subject, and 125 minutes to art and music.

★ The nation's first educational television station, KUHT, has been dedicated at Houston, Tex. The station is located at the University of Houston and has already conducted the first TV college course.

★ Pryor, Okla. The school board has voted to reorganize the city school system to provide a junior high school. Under the plan, the schools will operate on a six-three-three program. Junior and senior high school classes will be housed in the senior high school building, and each of the grade schools will take care of pupils in grades one through six.

★ Rock Springs, Wyo. The board of education is sponsoring a well-balanced recreation program during the summer vacation period. Among the activities offered are swimming, baseball, and playground work for small children, including story-telling, tennis, badminton, and softball.

★ The Joint Committee on Educational Television in Washington, D. C., has reported that up to the present date, 47 applications for noncommercial educational television stations have been filed, and 17 have been approved. One station is in operation and it is expected that several others will shortly be on the air. The committee has expressed its pleasure on the progress educational television has seen during the year 1952-53.

★ Oklahoma City, Okla. A special education program has been set up for handicapped children. The program is being financed with a state appropriation of \$450,000.

## TEACHERS' SALARIES

★ Pomeroy, Wash. The school board has adopted a new salary schedule for the year 1953-54. The salary of beginning teachers has been set at \$3,200 per year. All teachers will receive annual increments for training and experience up to a maximum of \$5,000.

★ Long Beach, Calif. The board of education has adopted a revised salary schedule for the year 1953-54, which provides a minimum of \$3,800 and a maximum of \$7,130. Teachers holding a bachelor's degree or less will be paid \$3,800 to \$5,650; those with one year above a bachelor's, \$3,985 to \$6,205; those with one year above a master's, \$4,170 to \$6,575; and those holding a Ph.D. or equivalent, \$4,540 to \$7,130. All teachers from kindergarten through junior college are on a single-salary schedule.

★ St. Louis, Mo. A \$200 annual increase in the maximum salary of teachers has been approved by the school board for the year 1953-54. The higher salary scale made possible by a 14-cent school tax-rate increase, will increase the school payroll by \$300,000. Under the schedule, the maximum for teachers with a master's degree will be \$5,600, and for instructors with a bachelor's degree, \$5,400.

★ Plainfield, Conn. The school board has approved a proposal to pay teachers a \$400 across-the-board increase, plus one half of the increase they normally receive on the schedule. The increases which become effective September 1, 1953 will increase the payroll by \$58,000.

★ Cincinnati, Ohio. The board of education has set the minimum salary for beginning teachers at \$3,200 for the school year 1953-54.

## 2 WAYS to Seat 208 Pupils\*

The Old Way in 170 Minutes...The Erickson Way in 17 Minutes!

### The OLD WAY:

**NEEDED . . .**  
 Banquet Tables . . . . . 17-18  
 Banquet Chairs . . . . . 208  
 Trips to Store Tables . . . . . 17-18  
 (Two Men)  
 Trips to Store Chairs . . . . . 52  
 (One Man Carrying Four Chairs)  
 Time to Clean Floor . . . 10 Minutes

**Total Time (Two Men)**  
**170 MINUTES**

### The Erickson Way:

**NEEDED . . .**  
 Wall Model Tables with Benches . . . 8  
 Portable Model Tables with Benches . 4  
 Chairs . . . . . none  
 Trips to Store Tables . . . . . 4  
 (Portable Model)  
 Time to Fold Wall Tables . . . 3 Minutes  
 Time to Store Tables . . . . . 4 Minutes  
 Trips to Store Chairs . . . . . none  
 Time to Clean Floor . . . . . 10 Minutes

**Total Time (Two Men)**  
**17 MINUTES**

\*Based on Actual Time and Labor Comparative Test

### THE Erickson WAY TAKES 1/10 THE TIME!



Wall and portable models give 100% flexibility to any area. Activities room (above left) is converted into a study hall in seven minutes. Let us suggest the best seating arrangement and room flexibility for your floor areas. Send your floor plan, or write for our Sweet's Architectural File Catalog, Section 22i/Ha.

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## PERSONAL NEWS

### PERSONAL NEWS OF SUPERINTENDENTS

★ ROY ANDERSON has been elected superintendent of the elementary school district at Newport Beach, Calif.

★ C. B. HARROD, of Hermitage, Ark., has been elected superintendent at Watson.

★ WALDO ANDERSON has accepted the superintendency at Alcester, S. Dak.

★ DANIEL C. BRANDNER has been elected superintendent at Elkhart, Kans.

★ J. C. GLENN is the new superintendent at College Springs, Iowa.

★ B. B. FISHER, of Okeene, Okla., has accepted a position at Dorris, Calif.

★ A. R. EVEREST is the new superintendent at Tranquillity, Calif.

★ SUPT. MAX CLARK, of Dubuque, Iowa, has been re-elected for a three-year term, with an increase of \$400 in salary.

★ WILLIAM K. STREET, director of health and physical education for the Cincinnati, Ohio, schools, has been elected president of the University of Cincinnati Alumni Association.

★ CECIL E. SHUFFIELD, of the Howard County schools, Nashville, Ark., has been named president of the County Superintendents' division of the National Education Association for the year 1953-54. He succeeds Sampson G. Smith.

★ DR. EARL McGRATH, recently United States Commissioner of Education, has accepted an appointment as Educational Consultant for the government of Israel. He will be stationed at Tel Aviv.

★ JASPER L. NUTTING has been elected district superintendent of schools of Garfield County, Pomeroy, Wash.

★ SUPT. ROGER B. HOLTZ, of Watertown, Wis., has been re-elected for a new three-year term, with a substantial increase in salary.

★ ORAN B. FARREN has been elected superintendent of the Pleasant county schools at St. Marys, W. Va., to succeed the late Lewis F. Rosenlieb.

★ RONALD T. RAMSEY, of Hill City, Kans., has been elected superintendent of schools at Ensign.

★ ROBERT J. DOYLE, of Thomas, S. Dak., has accepted the superintendency at Roslyn.

★ ALBERT SEELIGER, of Fallon, Nev., has taken the superintendency at Carson City.

★ The school board at Benkelman, Neb., has re-organized with W. F. FALLERT as president. GEORGE ROBERTSON is a new member of the board.

★ I. R. BURCH has been elected president of the board at Sayre, Okla.

★ H. V. ECKBURG, of Gayville, S. Dak., has accepted the superintendency at Elkton.

★ JESS O. CULLISON, of Larned, Kans., has accepted a position on the faculty of Ottawa University.

★ WILLIAM E. BISHOP has been elected superintendent of schools at Englewood, Colo.

★ B. E. MARTIN has been elected superintendent at Luverne, Iowa.

★ RALPH CARROLL, Quitman, Mo., has accepted the superintendency at Coburg, Iowa.

★ SUPT. ROBERT H. KRIEGER, of Burlington, Kans., has been re-elected for a two-year term.

★ LON C. RICE, of Utica, Okla., has been elected superintendent of schools at Mead.

★ RUDOLPH KOZEMAN has been elected superintendent of schools at Britton, Mich.

★ VIRGIL H. JUDGE, of Albion, Ill., has been elected superintendent of the community unit school dist. No. 2, Mattoon, Ill.

★ GLEN PETERSON, of Leola, S. Dak., has accepted the superintendency at Armour.

★ H. H. PARSONS, of Hitchita, Okla., has been elected superintendent at Bokoshe.

★ MARTIN ODOM, of Eufaula, Okla., is the new superintendent at Hitchita, succeeding H. H. Parsons.

★ L. L. WOODS, of Norton, Kans., has been elected superintendent of schools at Phillipsburg.

★ DR. VIRGIL M. ROGERS, superintendent of schools at Battle Creek, Mich., has been appointed dean of the Syracuse University School of Education.

★ DR. MELVIN G. DAVIS, superintendent of schools at Peoria, Ill., for the past nine and one half years, is retiring from school administration to accept a position on the staff at Huntington College, Huntington, Ind.

★ DR. ANTHONY MARINACCIO, assistant superintendent in charge of instruction at Peoria, Ill., for the past four years, has accepted the superintendency at Mexico, Mo.

★ DR. JOHN H. HARRIS, assistant superintendent in charge of business, vocational education, and special education at Peoria, Ill., for the past ten and one half years, has accepted the superintendency at Downers Grove, Ill.

★ SAM A. MONCLA has been elected superintendent of the Plaquemines parish schools at Pointe a La Hache, La.

★ V. W. MADSEN, of Alcester, S. Dak., has accepted the superintendency at Lake Preston.

★ SUPT. NORVAL GRAY, of Deerfield, Kans., has been re-elected for the next year.

★ WILLIAM HEHLI has been elected superintendent at Mondovi, Wis.

★ W. R. HORN has been elected superintendent at Everest, Kans.

★ LONDON MITCHELL has been elected superintendent at DeKalb, Miss., to succeed L. O. ATKINS, who has accepted the superintendency at Forest.

★ L. O. TODD, of Decatur, Miss., has accepted the superintendency at Meridian.

★ D. C. DEBEAUMONT has been named acting superintendent at Boise, Idaho, to succeed Zed L. Foy, who has gone to Washington.

★ JOE W. CASSEL has been elected superintendent of schools at Albany, Tex., to succeed C. A. Lindsey.

★ J. F. BECKLEY has been elected superintendent at Fenton, Iowa, to succeed V. J. Tatum.

★ RULON T. SHEPHERD has been elected superintendent of schools at Mesa, Ariz., to succeed Harvey L. Taylor. Mr. Taylor has accepted a position on the faculty of Brigham Young University at Provo, Utah.

★ ALLEN W. FOWLER, of Marble Rock, Iowa, has accepted the superintendency at Stanley.

★ DR. JOHN H. HARRIS, assistant superintendent of schools in charge of business affairs, Peoria, Ill., has resigned to become superintendent of schools in Downers Grove, Ill. Dr. Harris has been connected with the Peoria Schools for 18 years and has been assistant superintendent since 1943.

### PERSONAL NEWS OF SCHOOL BOARDS

★ DR. P. L. BRANDT has been elected a member of the school board at La Marque, Tex., to succeed Herbert Miller.

★ HAROLD LOVE has been elected president of the Custer Park Community Consolidated District board at Custer Park, Ill.

★ K. R. RUSSELL has been elected president of the board at Duncan, Okla.

★ CLYDE LAWSON is the new president of the board at Hemingford, Neb.

★ HARTLEY MURRAY has been named president of the board at Colorado Springs, Colo.

★ CHARLES A. FRANKLIN has been re-elected president of the board at Ardmore, Okla. Sam Noble is the new member of the board.

★ R. W. MORTON is the new president of the board of Dist. No. 1, Sulphur Springs, Okla.

★ GEORGE WILSON has been elected president of the board at Guthrie, Okla.

★ EMIL BARTA is the new president of the board at Cozad, Neb.

★ I. R. BURCH has been elected to head the board at Sayre, Okla.

★ The judges of the District Court of Washington, D. C., have announced the appointment of two educators and a lawyer to the board of education. The new members are DR. MARGARET JUST BUTCHER, DR. ROWLAND F. KIRKS, and ROBERT R. FAULKNER.

★ CHARLES BARKER has been elected secretary of the school board at Iowa City, Iowa, to succeed Charles S. Galiber.

★ CHARLES LETT has been elected treasurer of the school board at Fowler, Kans.

★ BUD ALBER has been elected president of the board at Grand Valley, Colo.

★ DR. WARREN SHELLY has been named president of the board at Grand Junction, Colo.

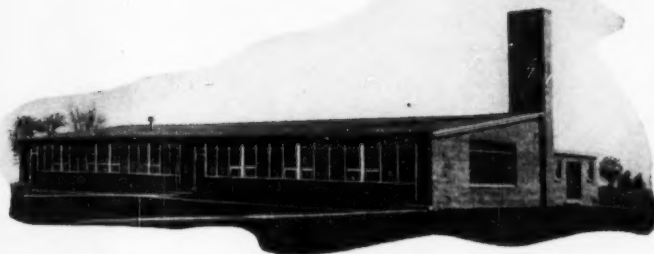
★ C. E. SOVINE is the new president of the board at Santa Barbara, Calif.

★ Five members have been appointed to the newly created Seymour Community school board at Seymour, Ind. The members comprise MRS. MARY OSTERMAN, CHARLES HAUENSCHILD, RODMAN C. PRUITT, GEORGE VEHSCLAGE, and WILLIAM MELLENCAMP.

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The lightweight Heywood-Wakefield S 1039 Table-Desks and S 915 All-Purpose chairs shown in this classroom are especially suitable for the variety of activities that may take place during the day, and which may require different groupings. Their simple modern design fits in handsomely with the room itself. For further information on all Heywood-Wakefield Tubular Steel Furniture, write for your free copy of our fully illustrated school furniture catalogue.

The efficient, attractive new Lincoln Elementary School in Menominee, Michigan, is the result of the combined planning of the Board of Education, the Superintendent of Schools, Miles W. Robinson, the teaching staff and the architect. Completely functional in design, this modern school's classrooms are appointed throughout with furniture and equipment carefully adjusted in scale and size for children between the ages of 5 to 8 years. The building was designed by Harry W. Gjelsteen, Architect. Northern Stationers, Inc., Distributors, Marquette, Michigan, handled the installation of Tubular Steel Furniture. Heywood-Wakefield—*School Furniture Division*—Menominee, Michigan—Gardner, Mass.



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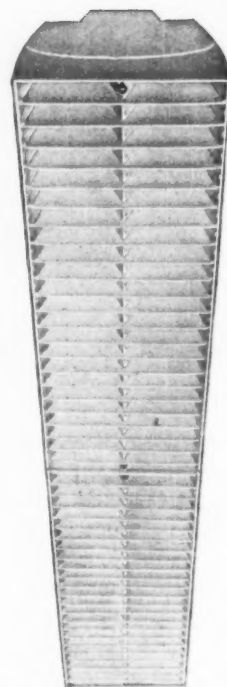
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## SCHOOL FINANCE AND TAXATION

### SCHOOL BOND SALES

During the month of May, 1953, permanent bonds were sold for school construction purposes in the amount of \$169,605,100. The largest sales were:

Arizona .....	\$ 7,711,000	Massachusetts .....	\$ 5,695,000
California .....	30,806,000	Michigan .....	9,821,000
Connecticut .....	3,601,000	Minnesota .....	3,380,000
Georgia .....	7,500,000	New York .....	7,275,000
Illinois .....	14,391,000	New Jersey .....	2,873,000
Iowa .....	3,990,000	Ohio .....	5,538,000
Kansas .....	3,360,000	Pennsylvania .....	6,300,000
Louisiana .....	4,278,000	South Carolina .....	15,000,000
Maryland .....	16,554,000	Texas .....	5,476,000

Average interest rate June 1, 2.81%.

### SCHOOL CONSTRUCTION

During the month of June, 1953, contracts were let in 11 states west of the Rocky Mountains for 73 school buildings at an estimated total cost of \$21,824,497. During the same period 50 projects were reported in preliminary stages to cost an estimated \$29,695,054.

During the month of May, 1953, Dodge reported that in 37 states east of the Rocky Mountains, contracts were let for 796 educational buildings, with a total area of 12,296,000 square feet, and a valuation of \$163,067,000.

### SCHOOL BONDS

★ The Los Angeles, Calif., school district has sold \$30,000,000 in school bonds, maturing serially from 1954 to 1978 with a premium of \$78,018 for 3½ per cent coupons. The net cost will be 3.48 per cent.

★ San Mateo, Calif. The voters approved a \$3,500,000 bond issue for a high school building and improvements at two schools.

★ Grossmont, Calif. The voters of Grossmont high school and La Mesa Valley elementary districts approved bond issues of \$3,890,000 for new school building programs.

★ The voters of Gall County, Ga., have approved a \$975,000 school bond issue for an extensive building program.

### NATIONAL STATISTICS OF IMPORTANCE TO SCHOOLS\*

Item	Date	Latest Figure	Previous Figure
School Building Construction <sup>1</sup> .....	May '53	\$163,067,000	\$147,491,000 <sup>2</sup>
School Building Construction <sup>2</sup> .....	June '53	\$ 21,824,497	\$ 25,168,237 <sup>3</sup>
Total School Bond Sales <sup>4</sup> .....	May '53	\$169,605,100	\$ 91,906,970 <sup>5</sup>
Av. Interest, Selected Municipal Bonds <sup>6</sup> ....	May '53	2.81%	2.68% <sup>7</sup>
Construction Cost Index <sup>8</sup> .....	June '53	573	569 <sup>9</sup>
Wholesale Price Index <sup>10</sup> .....	June 16	109.3	109.9 <sup>11</sup>
U. S. Consumers' Price Index <sup>12</sup> .....	May '53	114.0	113.7 <sup>13</sup>
Total Population Estimate <sup>14</sup> .....	1952	156,371,000	153,703,000 <sup>15</sup>
Total Population Under 5 Years <sup>16</sup> .....	1952	17,114,000	
Total Population Between 5 and 18 <sup>17</sup> .....	1952	32,782,231	

\*Compiled July 3, 1953.

<sup>1</sup>Dodge figures for 37 states east of Rocky Mts.

<sup>2</sup>11 states west of Rocky Mts.

<sup>3</sup>Bond Buyer.

<sup>4</sup>American Appraisal Co., Milwaukee.

<sup>5</sup>U. S. Dept. of Labor.

<sup>6</sup>U. S. Census Bureau.

<sup>7</sup>Previous Month, 1953.

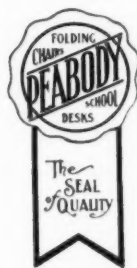
<sup>8</sup>Same Month, 1951.



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# INTERNATIONAL TRUCKS

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## NEW PUBLICATIONS for School-Business EXECUTIVES

### In Your Opinion

By L. M. Spencer and Associates. Paper, 31 pages. Los Angeles City Board of Education, Los Angeles, Calif.

This booklet, prepared by the Science Research Associates, summarizes the opinions of some 13,000 Los Angeles teachers concerning 19 general points of strength and weakness of the services of the schools, the working conditions of the teaching staff, the administrative policies and techniques, the professional freedom and satisfactions of the teachers.

Concerning teacher-and-board relations the report says:

"Turning to the darker side of the picture of the Los Angeles City System, we find that the lowest favorable response to any category in the inventory was made to statements on relations with board members. From the strongly worded comments of 75 per cent of the educators it is evident that lack of confidence in the board is widespread. While 39 per cent believe the board is genuinely interested in improving the educational situation, 94 per cent stated that board members should rely more upon the professional staff for guidance and advice.

"Also 89 per cent believe that local pressure groups are over-influential. Seventy-six per cent felt that board members can do more to assure fair treatment of teachers and be more attentive to suggestions offered by the professionals in the school system. Several teachers expressed these sentiments in their own words. For example:

"The community should stop pestering the board with petty gripes and let the system move along. The board and the superintendents' group let individuals rule the schools too much."

"When asked what single thing would serve to improve the city school system most, another teacher observed:

"A school board that was sincerely interested in the welfare of the teachers and that was above reproach in their own personal character. Perhaps our present board is, but we have had some very sorry experiences recently which have taken away our confidence."

"These two points above and other teacher answers to several related questions suggest strongly that a program could profitably be undertaken for board members and teachers to get to know each other better, so that the board could become more familiar with the practical day-to-day problems teachers face and get their suggestions about how these problems can be overcome."

### Guide for Planning School Plants

By the Research and Publications Committee, National Council on Schoolhouse Construction. \$2.00.

This is the 1953 edition of a guide which has become the standard work for planning elementary and secondary school buildings.

The changes over the 1949 Guide are relatively minor but significant. The new Guide urges greater emphasis on co-operative planning of sites and recommends general principles for group planning, in which the teacher, the pupil, and the community as such are to have a part in the discussion of the school site. It is recommended that maps of sites be obtained and that greater attention be given to opinion and community polls.

The new Guide accepts radiant-panel heating and hot water heating systems as completely acceptable for school use. It recommends that a careful distinction be made between winter and summer ventilation. Ultimately it would appear that the Council will consider air cooling as an element in ventilation.

The new Code recommends that the entire classroom be considered a unit in developing visual environment. The entire recommendations concerning brightness, light intensities, etc., have been refined.

A useful index has been added to the book.

### Pupils' Day in Court

Review of 1952. Mimeographed, 14 pp. National Education Association, Washington 6, D. C.

The 35 cases decided in 20 states include 17 injuries to children and nine instances of racial discrimination. Other cases arose from transportation, religious, and miscellaneous disputes.

### Teachers' Day in Court

Review of 1952. Mimeographed, 33 pp. National Education Association, Washington 6, D. C.

Twenty of the 69 cases from 30 states related to teachers' tenure; nine cases sought solutions of retirement disputes, and eight of salary difficulties. No seriously important new precedents are found in the cases.

### Court Decisions on Teacher Tenure

Reported in 1952. Paper, 22 pp., 25 cents. National Education Association, Washington 6, D. C.

In these 25 cases the courts continue to clarify the statutes.

### School Research Thesis

Paper, 48 pp. Published by the Department of Architecture, Pratt Institute, Brooklyn 5, N. Y.

This study of school building planning and construction, issued jointly by the New York State Association of School Business Officials and the Department of Architecture of Pratt Institute, will be widely welcomed by school authorities and architects. It is a detailed study of the comparative costs of various kinds of classrooms and construction types. It is also a study of the comparative costs of one- and two-story arrangements of classrooms, with single loaded and double loaded corridors.

A special section of the study is devoted to the designing of square and rectangular classrooms, of natural lighting techniques, of the unilateral and bilateral, as well as trilateral and overhead lighting types.

Architects will find considerable value in the reference material on the design and construction of floors, partitions, ceilings, and roofs of various types.

A final section provides plans and construction details for a two-story and a sky-scraper type of elementary school building in New York City and for a high school of science.

### Color in School Buildings

Bulletin No. 9. Paper, 40 pages. Price, \$1. Ministry of Education, London, England. British Information Service, New York, N. Y.

This book provides (1) an approach to the problem of color finishes in school buildings; (2) a complete range of colors based on the Munsell system and suggesting definite colors which have satisfactory reflection factors and which at the same time provide harmonious and attractive schemes of colors. The recommendations are not unlike those considered satisfactory in school buildings in the United States, except that the British authorities are more inclined to the practical acceptance of the darker shades of the warm colors. The appendices in this bulletin suggest practical solutions of the problem of colors in corridors, cloakrooms, and toilets, as well as in classrooms.

### Splash Type Dishwashing Machines

Prepared by General Committee on Food Equipment Standards. Paper, 46 pp. Price, 50 cents. Published by the National Sanitation Foundation, Ann Arbor, Mich.

This study sets up standards for the materials, the construction and design, and the general operating efficiency of the most widely used type of mechanical dishwashers. Indirectly, it recommends basic specifications for dish washers and regulations concerning the sanitary and economical use of these machines.

The booklet is a "must" in the offices of school cafeteria directors and school purchasing agents.

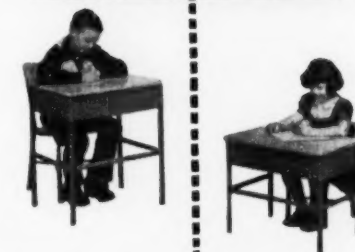
### Pupil Transportation

A yearbook compiled by a committee headed by D. P. Culp. Paper, vi-93 pp., \$2. Published by the Department of Rural Education, National Education Association, 1201 Sixteenth St., N.W., Washington 6, D. C.

This yearbook, the result of the co-operative effort seeks to evaluate the pupil transportation program. It explains why the service exists, what it does, and what it can contribute to the education of the children in a particular community. The major problem is to provide safe and efficient transportation, at as economical a cost as possible. The authors point out that continued improvements will be necessary to make present programs and those of the future entirely feasible.



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because they're GRIGGS**

GRIGGS tubular tables and chairs are available to your school in all sizes and 5 appealing colors . . . in a clean, modern design to fit *your* needs. Students sit better, work better in GRIGGS tubular furniture. The long-wearing Formica tops and tubular-mounted floor glides increase GRIGGS adaptability and durability

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Here's another school favorite that provides maximum comfort for students yet is a classroom space saver. GRIGGS Quality Skyliner desks are available in three sizes, five colors and a variety of adaptations.

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### School Funds

The constitutional provision empowering the Missouri legislature to authorize payments from public funds into funds for paying benefits on retirement, disability or deaths of persons employed and paid from public funds for educational services, does not exclude benefits in form of workmen's compensation. Sections 287.010-287.800 RSMo 1949, V.A.M.S.; Const. art. 6, § 25, V.A.M.S.—*Hickey v. Board of Education of City of St. Louis*, 256 Southwestern reporter 2d 775, Mo.

### School Districts

Contiguous school districts, portions of which lay in different counties, could under statute, merge into one school district, and the fact that the merger gave rise to difficult questions of a fiscal nature did not make the merger unconstitutional or invalid. KRS 160.040.—*Board of Education of Caverna Independent School District Kentucky v. Butler*, 256 Southwestern reporter 2d 516, Ky.

Where a deed to property merely stipulates that the property is being conveyed "for school purposes" without more specific qualifying language, the deed will not be construed as creating a determinable fee with a possibility of reverter. —*Hodges v. Edmonson County (Ky.) Board of Education*, 256 Southwestern reporter 2d, 514, Ky.

The mere lack of a monetary consideration in a conveyance "for school purposes" does not create a right of reverter. —*Hodges v. Edmonson County (Ky.) Board of Education*, 256 Southwestern reporter, 2d 514, Ky.

The Kansas statute permitting a common school district and a rural high school district through action of their boards to unite in the construction of a school building for joint use, without holding an election on the question of uniting, is not unconstitutional on the ground that the statute unlawfully delegates legislative authority to school boards. Const. Art. 2, § 1; G.S. 1951 Supp. 72-507.—*State ex rel. Osborn v. Richardson*, 256 Pacific reporter 2d, 135, Kans.

A school district may be sued for an injury to rights of a plaintiff arising from some act or omission of such district. RCW 4.08.120.—*McLeod v. Grant County School Dist. No. 128*, 255 Pacific reporter 2d, 360, Wash.

In an action against the Board of Education of the City of New York to recover for injuries sustained by a high school student when he dropped to the floor from a chinning bar in a high school gymnasium and lost his balance and twisted his back in attempting to regain his balance, the evidence was sufficient to support the verdict on the ground that the board was negligent in failing to provide a mat underneath the chinning bar.—*Fein v. Board of Education of City of New York*, 111 Northeastern reporter 2d 732, 305, New York 611.

### Teachers Tenure

A teacher's service as submaster at a town's junior high school some 10 years before he came to its senior high school as teacher could not be tacked to his service of less than three consecutive years as submaster at the senior high school in order to give him tenure as submaster and preclude his demotion to a position of teacher in

the junior high school by the town's school committee and school superintendent except for cause after notice and opportunity for a hearing on charges. G. L. (Ter. Ed.) c. 71, § 42A, as added by St. 1945, c. 330.—*Kelley v. School Committee of Watertown*, 111 Northeastern reporter 2d 749, Mass.

### Pupil Transportation

Under the Kentucky statute requiring boards of education to furnish transportation to elementary students who do not reside within a reasonable walking distance of the school provided for them, the board must be allowed some discretion in determining a reasonable walking distance, and the courts should not interfere unless the board acts in an arbitrary and unreasonable manner. KRS 158.110.—*Bowen v. Meyer*, 255 Southwestern reporter 2d 490, Ky.

Under the Kentucky statute requiring boards of education to furnish transportation to elementary pupils who do not reside within reasonable walking distance of the school provided for them, the board was not required to furnish transportation for pupils who resided in a suburban area one to two and one-quarter miles from school and had school safety patrol to escort them across busy streets, along with county traffic patrol woman, and to assist them in riding public buses, which pupils could ride to school for a five to six and one-half cent fare. KRS 158.110.—*Bowen v. Meyer*, 255 Southwestern reporter 2d 490, Ky.

### WE ALSO SERVE

(Concluded from page 26)

board of education. We are fortunate that the foundations were laid in Duluth by able men. In 1899, the president of the board stated the philosophy that we still follow, "the one common wish of equal interest to us all, is, namely, the continuation and perfection of our school system and the education of our children so as to fit them to become good men and women and valuable citizens of our common country."

### THE FAST LEARNER

(Concluded from page 32)

New York State Regents and Non-Regents grouping. In the elementary department, we group according to ability in the core subjects. This, in theory at least, appears to take care of all the children according to their own goals. Or does it? Theories are wonderful in practice? The fast learner does not need drill. He does not have to write his spelling words very many times in order to learn them. He should be doing fewer mathematics examples of each type. He quickly learns to read well. He is more alert and active. He is generally healthier, so his attendance is better. Yet, I do not believe in acceleration. I think that each child should spend at least a year per grade because of social and emotional maturity.

### Some Challenging Work

So, how can we keep this fast learner busy, interested, challenged? It is difficult to give definite procedures and examples; however, some general suggestions for enriching their program are:

1. Committee work
2. Special interest clubs
3. Special projects

4. Extended reading activities
5. Reference work
6. Helping the slower learner
7. Extension of special interests or hobbies
8. Preparing exhibits
9. Correcting papers
10. Special assistance to the teacher

It is a test of every teacher's ingenuity to provide for the fast learner. Can you pass this test?

### PUBLIC LAW 874

(Concluded from page 44)

"efficient" manner. A smaller number, 22.3 per cent, considered the work of the Office of Education "very efficient," while 5.8 per cent described the performance as "inefficient."

*Post Schools.* In view of the rather large number of post schools which are being operated directly by military agencies, it seemed appropriate to inquire of public school officials in federally affected areas whether or not such officials favored the federal operation of post schools. A total of 86.4 of the respondents stated that the Federal Government should not undertake the education of children living on federal property. Only 2.9 per cent of the officials favored federal operation of schools, while one official was "undecided."

The comments of school officials repeatedly stressed the fact that the education of federally connected children should be conducted by regularly established educational agencies. Such comments as the following were made often:

"These agencies are not prepared to run an educational setup. The operation should be completely in the hands of state and local authorities."

"Public education is a civilian function. The military does not have the background nor the philosophy needed to operate schools."

Keep it civilian!

There would seem to be little doubt that the majority of school officials look with disfavor upon the federal operation of post schools.

### Summary

A majority of 103 school officials replying to a questionnaire study of Public Law 874 would seem to be in agreement upon the following conclusions:

1. The Federal Government should give financial assistance to school districts affected by federal activities.
2. Public Law 874 constitutes little or no threat to state control of education.
3. The formula for financial assistance under Public Law 874 is reasonably fair and equitable.
4. The financial assistance given under Public Law 874 is adequate.
5. The procedures involved in securing financial assistance under Public Law 874 are not easily followed.
6. The administration of Public Law 874 by the United States Office of Education would appear to be efficient.
7. The education of children living on federal reservations should not be undertaken by federal agencies, but should remain a local and state function.

### COMING CONVENTIONS

Sept. 11. Michigan Assn. of School Boards at Kellogg Center, East Lansing, Mich. Sec'y: S. H. Sixma, Michigan State College, East Lansing. Exhibits: Dr. Clyde Campbell, Michigan State College, East Lansing.



Westfield High School Auditorium,  
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equipped with 1,007 full-upholstered Bodiform Chairs.  
Supervising Principal: S. N. Ewan, Jr.,  
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*insure ALL the advantages of enduring beauty,  
comfort, acoustical aid, cleaning economy*

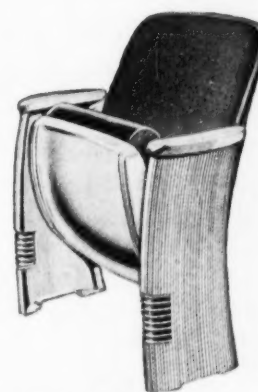
Products of the finest skill and experience in the seating industry, American Bodiform full-upholstered chairs are best for every purpose of your school auditorium. By making it more impressive and inviting, they will help to increase its service and influence as a center of community life.

Seats with spring-arch construction, and backs with scientific, body-fitting contours, provide maximum comfort. Occupants, less conscious of posture, are more attentive to speakers. Automatic, uniform-folding, silent,  $\frac{3}{4}$  safety-

fold seat action allows more room for passing, sweeping, and cleaning.

The full upholstery of these Bodiform Chairs contributes to better acoustics by compensating for lack of occupancy when the auditorium is only partially filled. American Seating Company's rigid standards of first-quality construction insure long life, economical maintenance.

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## CABELL COUNTY SCHOOLS

(Concluded from page 22)

While lighting has not been fully standardized, the board recognizes the glare-free properties of luminous-indirect types. Incandescent predominates because of low unit cost and favorable electric rates. It has a woodworking shop in which it makes much of its own furniture, particularly for the primary grades. Much of it is standardized but special equipment for art rooms as example is made to fit particular spots.

The progress that has been made in this school system with its complexities

### INSTRUCTION SHEET

#### Use for Community Survey

1. Name of school making survey
2. Family name—Smith John Mary
3. Street number or road number as shown on map—1102 Madison Ave. Road No. 35
4. Doctor, farmer, bricklayer, etc.
5. Check V in appropriate blank.
6. If family moved from Huntington give former street address.
7. 1 block; ¼ mile; ½ mile; ¾ mile; 1 mile, etc.
8. Given name  
Age nearest birthday  
Grade in school—P.S. for "pre-school"; 1, 2, 3, etc., or O for "out of school"; C for college  
Bus rider—If child rides bus check V; if not leave blank  
Bus number—Can be obtained from driver
9. 1 block; 2 blocks; ¼ mile, etc.
10. If children listed ride different buses fill in as follows:  
Bus 29 Boards bus 7:30 A.M. Returns 4:15 P.M.  
Bus 24 Boards bus 7:15 A.M. Returns 4:30 P.M.

## SURVEY FORM — SCHOOL POPULATION TRENDS

1. ....School
2. Family name .....
3. Father's name .....
4. Mother's name .....
5. Address .....
6. Father's occupation .....
7. Homeowner .....
8. Has house been built during last year .....
9. 2 yrs. .... 3 yrs. .... 4 yrs. .... over 4 .....
10. How long has family lived in school community? .....
11. Where lived before moving into community? .....
12. Approximate distance of home from school? .....

### CHILD SCHOOL DATA

- | 9. Name of Child | Age | School | Bus Rider | Bus Number |
|------------------|-----|--------|-----------|------------|
| 1. ....          |     |        |           |            |
| 2. ....          |     |        |           |            |
| 3. ....          |     |        |           |            |
| 4. ....          |     |        |           |            |
| 5. ....          |     |        |           |            |
| 6. ....          |     |        |           |            |
| 7. ....          |     |        |           |            |
| 8. ....          |     |        |           |            |
| 9. ....          |     |        |           |            |
| 10. ....         |     |        |           |            |
| 11. ....         |     |        |           |            |
| 12. ....         |     |        |           |            |
| 13. ....         |     |        |           |            |
| 14. ....         |     |        |           |            |
| 15. ....         |     |        |           |            |

of city and rural, white and Negro, and semimountainous terrain is a heartening example of what can be accomplished when a board, administrators, and citizens all pull steadily in the same direction.

## EDUCATING TO THE MAXIMUM

(Concluded from page 24)

oughly understood. Much analysis and interpretation of the educational ideals of the nation's early leaders, and much practical experimentation, have been necessary to bring us to the level of educational opportunity that we now have. It is only when the ramifications of an ideal can be seen in practical situations that anything tangible can be done to improve conditions. In this sense the practical situations constitute a "series of next steps" toward the attainment of the ideal.

It is the thesis of this article that analysis of an ideal such as that of educating each individual to the maximum of his capacity, into its numerous ramifications, will greatly aid the development of American education in the direction suggested by the ideal. Only through such an analysis can the concrete situations be envisioned which may constitute the "next steps."

### PERSONAL NEWS OF SCHOOL BOARDS

★ The board of education of Watertown, Wis., at its annual meeting, reorganized with the re-election of S. C. NORTHROP as president; GEORGE W. BLOCK as vice-president; and Miss JOYCE HARDIMAN as secretary.

★ KEITH STAPLEY, of Batesville, Ind., has accepted the position of school business administrator at Anderson.

★ L. O. WHITTED has been elected president of the board at Platteville, Colo.



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with the **DOUBLE** Safety of  
**POWERS**

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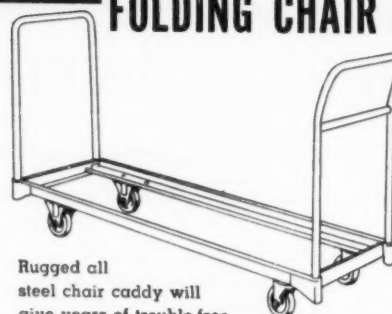
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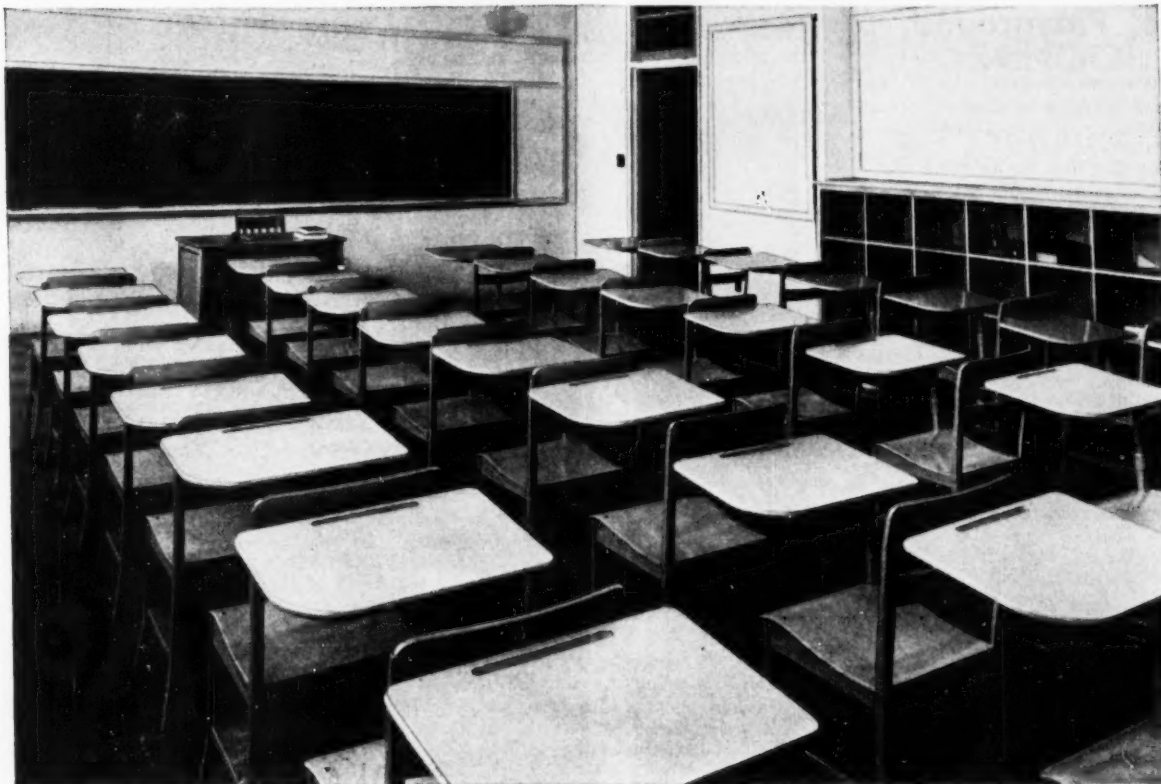
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DISTRIBUTORS IN ALL PRINCIPAL CITIES.  
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# IN CALDWELL COUNTY, KENTUCKY, Superintendent Clifton Clift selects G-E TEXTOLITE\* topped school desks



Textolite topped desks made by Irwin Seating Company

**T**HE destructive tendencies of children are completely curbed by G-E Textolite desk tops. They are mar and scuff-proof — cannot be stained by ink, paint, pencil or crayon marks — cannot be gouged or pitted. Your desks stay showroom new when topped with G-E Textolite.

Smooth and hard, they provide an ideal writing surface that encourages neatness and better housekeeping by pupils. The variety of patterns and colors available gives many decorating opportunities and adds to classroom cheerfulness and color.

G-E Textolite is also available in sheet stock for re-surfacing old desks and adding many years to their usefulness. For installation information, write your nearest Roddiscraft warehouse.

\* Reg. U.S. Pat. Off.



**TEXTOLITE**

Mar and scuff proof  
Stainless  
Wears like iron  
Cleans like glass  
Near perfect light reflectance  
Reduces maintenance costs  
Cuts down cleaning time  
Encourages neat work

Available in a wide range of wood grain patterns and colors, including a pattern developed especially for use in schools.

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cisco 24, Calif. • San Leandro, Calif.

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## News of Products for the Schools

### Rubber Surfacing of Playground

The board of education of St. Louis, Mo., has adopted a new specification for rubber surfacing of school playgrounds.

This provides that the asphaltic concrete surface shall properly drain not less than 12 inches in 100 feet, and shall be free of bumps and depressions. All loose materials must be removed and the surface sprayed with asphalt emulsion, applied at a temperature of 140 to 150 degrees, in the amount of .4 gallon per square yard, of XV American Bitumels or equal. Too great an area should not be covered at one time. As the emulsion is applied, the rubber No. 3 coarse Play Kote Products, or equal is cast evenly into the asphalt. The amount of rubber used will vary with the temperature, humidity, and character of the asphalt, but will be between 6 and 8 pounds per square yard.

The rubber should be in excess to avoid free asphalt from touching the roller wheels. The surface should be rolled with a small roller (3-5 tons) until the asphalt has absorbed the maximum amount of rubber. One application is usually sufficient for the first day since this type of asphalt is slow in action.

After the rolling the excess rubber is swept off for re-use. A limited amount of rubber must be used because the subsequent applications will be useless if distinct layers result.

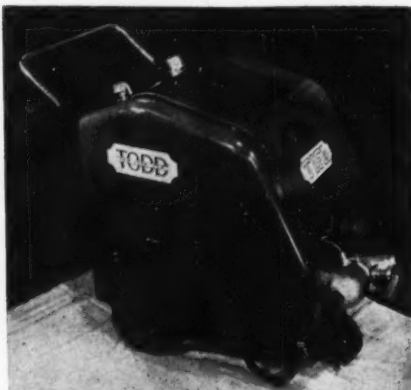
The second asphalt application should be .25 gallon per square yard. The surplus rubber from the first coat, plus the added amounts sufficient to produce a surplus, is put down, rolled, and swept off as before. The third application of asphalt (.15 gallon per square yard) is the same, but No. 2 fine rubber is used. After the surface is cured, the surplus rubber is removed.

The result is a rubber coating one-half inch thick, of uniform consistency, resilient, and capable of resisting abrasion. The amounts of materials are 6 to 8 pounds of No. 3 coarse rubber and 2 pounds of No. 2 fine rubber. The asphalt should run about 1/10 gallon of rubber for each pound per square yard.

After the completion of the third coat, the area is subjected to use for thirty days before acceptance by schools. The rubber can be applied over a 4-inch water-bound macadam base, but for best results, it is recommended that the application be made on black-top, brick, or concrete.

### Indoor Insecticide Fogging Unit

A new, portable, electrically-driven insecticidal fog applicator especially designed for indoor use, is ready for marketing according to an announcement from Todd Shipyards Corporation, Elmhurst, N. Y.



TIFA 15M UNIT

This fogging unit is a smaller version of the original TIFA — Todd Insecticidal Fog Applicator — introduced some six years ago, but embodies the identical principles of operation with the exception that it is electrically- instead of gas-driven, and may be moved about by hand instead of by small truck.

The new unit, designated as Model Series 15M, was designed to meet the demand for compact, easy-to-move insecticide dispensers that would create no fire hazards for indoor uses. TIFA 15M, which runs on any 110-volt AC outlet, has been approved for indoor use by the Underwriters' Laboratory.

Both outdoor and indoor TIFA machines operate on the same principle: they convert liquid solutions of prescribed insecticides, weedkillers, or fungicides in oil or other solvents, into a fog-like emission. This insect-lethal fog quickly fills up any enclosed space, killing insects and bugs on contact, or leaves behind a super-thin residue which has an insect-killing effect for days or weeks at a time, depending on the circumstances.

For further information write: Todd Shipyards Corp., Combustion Equipment Div., Section S.B.J., 81-16 45th Ave., Elmhurst, N. Y.

(For Convenience Circle Index Code 0117)

### Beta-Plex New In Wakefield Line

"Beta-Plex" is the new series of Wakefield Geometrics lighting units designated for recessed mounting in suspended ceilings, manufactured by Wakefield Brass Co., Vermilion, Ohio.

Available in multiples of 1 by 4 feet, 2 by 4 feet, and 4 by 4 feet, the ballast and lamp-holders are contained in individual metal

housings and are provided with hook-on suspension points for the swing-down Plexiglas panels. The diffuser panels are formed with an arch from edge to edge for rigidity. Their weight is about half that of an equal area of suitable glass. The plastic surface is of matt finish to minimize glare from below. At contact of a touch rod, the diffuser panel swings down and may be lifted out; replaced and swung up, it is held securely in place by touch-latches.

One Beta-Plex unit may be used individually to illuminate a small area, or hundreds may be installed as separate units or in combinations, thus offering an unlimited range of lighting designs. Their accurate dimensions simplify both planning and installation, and make it possible to maintain the desired module on almost any sort of pattern.

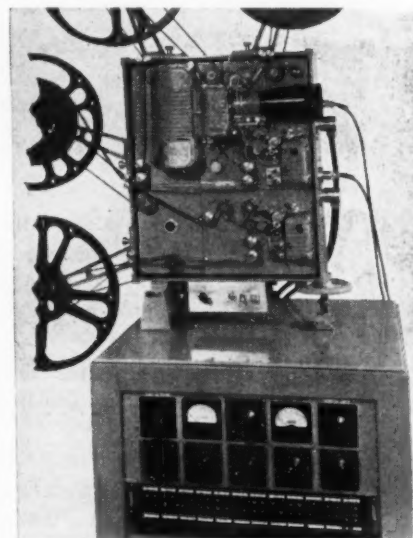
For further information write: The F. W. Wakefield Brass Company, Section S.B.J., Vermilion, Ohio.

(For Convenience Circle Index Code 0118)

### DeVry Offers Sound Language Converter

A magnetic sound language converter, to be used with DeVry 16mm. sound motion picture projectors, was introduced recently by the DeVry Corporation, Chicago.

The DeVry converter can be employed in many ways, but its principal purpose is to magnetically re-record foreign languages onto films that already contain optical tracks in



MAGNETIC SOUND CONVERTER

another language. In the past, when a foreign language was dubbed magnetically onto a film, all of the background sound effects, which are so vital to any movie production, were sacrificed in order to provide a satisfactory commentary. Now, DeVry's Magnetic Sound Language Converter uses four mixing channels and two sound heads to produce a really professional re-recording that contains every essential element as heard on the original optical track. (Continued on page 66)

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**FOLD-O-LEG**  
**tables**

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**APPEARANCE**  
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SCHOOL BOARD JOURNAL for AUGUST, 1953



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## News of Products . . .

(Continued from page 64)

This new conversion process also overcomes difficult linguistic problems and will give added impact to the use of visual instruction in all foreign lands. With the DeVry converter, it is possible not only to magnetically re-record a country's language but also present the language dialectically correct in any section where a dialect is used. It is easy to make rapid switching in order to correct or insert dialogue on any portion of the magnetic strip, and forward and reverse operations can be achieved by remote control.

The projector used in the converter is similar to the famous DeVry JAN 16mm. sound motion picture projector which today serves as standard equipment for the Army and Navy.

For further information write: *The DeVry Corporation, Section S.B.J., 1111 W. Armitage Ave., Chicago, Ill.*

(For Convenience Circle Index Code 0119)

### Strong Introduces Arc-Lit Projector

A new arc slide projector developed by the Strong Electric Corporation, Toledo, now enables slides to be brilliantly reproduced in any lighted classroom.

The new Strong Universal arc slide projector, which employs a high-intensity arc as light source, projects pictures of snow-white brilliance up to theater size even in rooms

difficult to darken. It is ideal for use under daylight or artificial-lighting conditions where a darkened room is not desirable, practical, or economical. Designed for portability, it may be quickly moved from room to room.

Installation consists simply of plugging into any 110-volt AC convenience outlet. It draws only 12 amperes and is entirely safe in the hands of a layman, being more simple to operate than the average home movie or commercial 16mm. projector. The motor-driven arc will project continuously for 80 minutes without retrimming.

The Strong Universal Model No. 44000 projects 3 1/4 by 4 inch slides, adaptations also permitting the projection of 2 by 2 inch slides. Lenses as required for other-than-customary installations are available. The projector comes complete with blower, slide carrier, power transformer and arc lamphouse with motor-fed carbons.

For further information write: *The Strong Electric Corp., Section S.B.J., 46 City Park Ave., Toledo 2, Ohio.*

(For Convenience Circle Index Code 0120)

### Manufacturers' News

★ **Sidney Vere Smith**, Chairman of the Board of Binney & Smith Co., New York, died on Thursday, June 11th, 1953. Mr. Smith was the son of one of the founders of the Binney & Smith Co. Those who have been associated with Mr. Smith through his 41 years with the Company mourn his loss not only as an executive of the Company but as a friend who was regarded with deep affection.

## Descriptive Material

★ **Factual general information and technical data** about the use of Fiberglas in the insulation of metal air ducts is provided in a new 4-page folder titled "Insulation—Metal Air Ducts" recently issued by the Fiberglas Division of Libbey-Owens-Ford Glass Co. For a copy, write: *Libbey-Owens-Ford Glass Company, Section S.B.J., Nicholas Bldg., Toledo 3, Ohio.*

(For Convenience Circle Index Code 0121)

★ **The latest information on sanitation and maintenance products** for all public buildings and plants is contained in a new 48-page vividly illustrated Sanitation Products catalog just announced by *Huntington Laboratories, Inc.*, Huntington, Ind. A brief explanation of the company's laboratory research and product control procedures is followed by complete information on each product—what it's made of, how it works, where and how to use it efficiently and economically. The catalog is divided into separate divisions for floor maintenance products, soaps, germicides, insecticides, cleaning compounds and others. Available from: *Huntington Laboratories, Inc., Section S.B.J., Huntington, Ind.*

(For Convenience Circle Index Code 0122)

★ **Minneapolis-Honeywell Regulator Company**, Philadelphia, offers the following new technical literature brochures: Catalog 8950, Pneumatic Control Accessories; Catalog 7001, Pressure and Vacuum Gauges; and the Instrumentation Magazine Index, Bulletin 200-B, an alphabetical index of Instrumenta-

(Continued on following page)

# Strong

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## Descriptive Material . . .

tion magazine which is published quarterly by Honeywell's Industrial Division. All available from: *Minneapolis-Honeywell Regulator Company, Station 64, Section S.B.J., Wayne and Windrim Aves., Philadelphia 44, Pa.*

(For Convenience Circle Index Code 0123)

- ★ **"Color Digest"** is the title of a remarkable new book on color, released by the Higgins Ink Co., Inc., Brooklyn. This lavishly illustrated book packs between its pages more facts on the subject of color than we have seen in many a volume with five times as many pages. Written by Bert Cholet, Higgins' advertising manager, it presents one of the most complete and authentic treatises in laymen's language which has come to our attention in a long time. Attached to the back cover is an envelope containing all the parts for an authentic Ostwald solid, devised by Mr. Cholet, a practical device demonstrating the 3-dimensional aspect of color in a graphic manner. Available from: *Higgins Ink Co., Inc., Section S.B.J., 271 Ninth St., Brooklyn 15, N. Y.*  
(For Convenience Circle Index Code 0124)

- ★ A newly revised edition of the Trane Air Conditioning Manual has been published by the manufacturers of heating, air conditioning, and heat exchange equipment. A new fan chapter has been added covering fan application and selection, basic fan laws and duct design data and nomenclature. For a copy write: *The Trane Company, Section S.B.J., La Crosse, Wis.*  
(For Convenience Circle Index Code 0125)

- ★ **A new bulletin, F-5783, describing the complete line of Model 200 Series Capacitrols has been issued by Wheelco Instruments Div., Barber-Colman Co.** Of special interest is the new Model 221C which has the added Capaciline for "straight line" temperature control. A complete description of the anticipating action of the Capaciline has been made a part of this new bulletin. Additional descriptive information is also included in Bulletin F-5783 concerning other Model 200 Series Capacitrols that are used for on-off and proportioning control in the solution of industrial head control problems. Available from: *Wheelco Instruments Div., Barber-Colman Company, Section S.B.J., Rockford, Ill.*
- (For Convenience Circle Index Code 0126)**

- ★ Vermiculite Institute of Chicago has just issued a new 16-page booklet which presents under one cover all recommendations covering proper requirements for vermiculite products. The title is "Recommended Building Code Requirements for Vermiculite Plastering, Acoustical Plastic, Fireproofing, and Concrete." These recommendations are based on standards of the American Standards Assn., American Society for Testing Materials, and Vermiculite Institute. Building code language and several pages of line drawings make this a convenient reference for officials and agencies responsible for approval of materials and construction, or for the writing or revision of building codes. Available from: *Vermiculite Institute, Section S. B. J., 208 S. LaSalle St., Chicago 4, Ill.*  
(For Convenience Circle Index Code 0127)

## Check List of Advertisers, New Supplies, and Equipment

To facilitate use of this index, a code number identifies the advertisements and new supplies and equipment carried in this issue. The page reference is also included. In requesting further details, subscribers may write direct to the individual companies or may use the coupon when requesting information from a number of firms.

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For information on products, services, booklets, and catalogs, advertisers may simply encircle the code number identifying a product. (Clip and mail the coupon below to THE AMERICAN SCHOOL BOARD JOURNAL. Your request will receive prompt attention.)

## THE AMERICAN SCHOOL BOARD JOURNAL

August, 1953

400 North Broadway, Milwaukee 1, Wis.

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**S**PEED and accuracy often are determining factors in grading arithmetic students, just as they are in grading control systems. This time of year, the system must exercise *fast, accurate* control of heat and fresh air, if healthful, comfortable temperatures are to be maintained in the classroom.

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Honeywell makes a complete line of controls, so whatever your requirements—electric, electric or pneumatic controls for heating, ventilating, hot water, and refrigeration equipment—Honeywell can meet them.

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**Y**OU cannot rest the whole case for a comfortable thermal environment upon room air temperature alone. Thermal comfort is related also to the temperature of surrounding surfaces.

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